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BOSTON PUBLIC LIBRARY

PROJECT STATUS REPORT

JANUARY 1, 1982 - JUNE 30, 1982

City of Boston, Kevin H. White, Mayor  
Boston Redevelopment Authority, Robert J. Ryan, Director

# EAST BOSTON HARBOR SIDE



East Boston

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EAST BOSTON PIERS 1-5

STATUS REPORT

January, 1982 - - June, 1982

During the first half of 1982 (January - June), the PAC and the BRA Planning Team met a total of ten times to continue to complete work items of Phase III of the Phased Work Program for the East Boston Piers (See Attachment I). This phase was initiated in mid-November, 1981, with the establishment of an analysis memorandum approved by the PAC entitled Preliminary Issues, Goals and Land Uses.

During this period, the PAC and the BRA Planning Team completed the following work program tasks from Phase III:

- Technical information and data for formulating alternative land use plans
- Site analysis related to a specific list of land uses identified by PAC
- Initiation of alternative land use options
- Conduct public forums to discuss reuse options
- Establish preliminary plan

These work program tasks are summarized in the paragraphs below:

1. TECHNICAL INFORMATION AND DATA FOR FORMULATING ALTERNATIVE LAND USE PLANS

At the PAC meeting of January 21, 1982, staff of the BRA discussed points of technical and financial analysis that could be used by the PAC in helping to evaluate development alternatives. BRA staff discussed technical tools including methods for estimating real estate taxes and jobs by land use and an example of a Request for Proposal from developers issued by the BRA for Parcel D-10 in the Downtown/



Waterfront Faneuil Hall Urban Renewal Plan. (See Attachment II for more detailed discussion of these financial and technical tools).

In addition, a four by eight foot model of the site and the surrounding area was prepared for use in evaluating alternative land use plans to be generated by the BRA and PAC.

## 2. SITE ANALYSIS RELATED TO SPECIFIC LIST OF LAND USES IDENTIFIED BY PAC

At the meeting of February 11, 1982, the BRA introduced the site analysis, with appropriate map illustrations, based on available neighborhood data. The analysis featured a map indicating appropriate open space areas, housing, commercial areas, etc. which could be established in more detail as planning for the piers progresses. The map also identified six opportunity areas for further refinement and study (see February 11, 1982, PAC meeting minutes for more detailed information on these six areas). These map illustrations were based on six land use assumptions (see also February 11, 1982, PAC meeting minutes). (See Attachment III)

## 3. INITIATION OF ALTERNATIVE LAND USE OPTIONS

Six alternative land use plans were refined for the PAC meeting of March 25, 1982. These six schemes (A through F) were based on an approved list of goals and objectives previously approved by the PAC in late 1981.

During April and May of 1982, several informal meetings were held with interested members of the PAC in order to continue discussions of the alternative land use plans. In these discussions, the model was used in order to permit members of the PAC to better



visualize the impact of selected schemes upon the scale of the adjacent neighborhood.

From this process, four preliminary concept schemes were developed by the BRA staff based upon prior comments of the PAC. In conjunction with this, work began on an Interim Report for subsequent presentation to the PAC.

Together with the Interim Report, the four alternative concept schemes were presented to the Project Advisory Committee on June 10.





ATTACHMENTS

- ATTACHMENT I: Minutes
- ATTACHMENT II: Financial and Technical Tools;  
Development Process
- ATTACHMENT III: East Boston Piers/Site Analysis



ATTACHMENT I: MINUTES



MEMORANDUM

TO: EAST BOSTON PROJECT ADVISORY CORPORATION

FROM: JIM ROSE, CHAIRMAN

SUBJECT: NEXT PAC MEETING, January 21, 1982

The next PAC meeting will be held on January 21, 1982, in the Pier One Shed, at 4:00.

The agenda will include a presentation of how the development process works and what the various land use alternatives we have discussed mean from a development point of view (e.g., jobs, taxes, financing).

Enclosed is a summary of PAC activities to date.

Enclosure



EAST BOSTON PROJECT ADVISORY COMMITTEE MEETING OF JANUARY 21, 1982

Present for the Committee

Evelyn Farnum  
Emilio Favorito  
Lucy Ferullo  
Albert Lombardi, Jr.  
James Rose  
Benito Tauro  
Mary Ellen Welch  
Charles Welch

BRA

William Barbato  
Gary R. Brown  
Chris Carlaw  
Michael Grill  
Rick Shaklik  
Charles Studen

Absent

Jim Dorgan  
Joseph Mara  
William Manning  
Alice Christopher  
Anna DeFronzo  
J. F. Wardell  
Mario Umana  
Pat Rosa  
Robert E. Travaglini  
George DiLorenzo

Observers

Affiliation

Adel A. Fadili, Fadili Construct.  
William Ferullo, East Boston  
David Kelson, East Boston  
Arthur Knowlton, Jet Line Service  
Sal Lombardo, Liberty Market  
Vin Lombardo, Liberty Market  
Al Morgante, Lease Street Corp.  
Nick Yebbe, Lease Street Corp

MassPort

Alice Boelter

President of the Committee Rose announced at 4:28 PM that although a quorum was not present, an unofficial meeting would be held and would now come to order. He then announced that Mr. Pat Rosa would be resigning as a member of the Committee and asked the members to consider names so that a replacement for Mr. Rosa might be made.

Mr. Favorito suggested that nominations be held at the next meeting of the PAC and that elections be held the week after. This was acceptable to those in attendance. Mr. Rose then reminded those present that since there was not a quorum, there could be no decisions made on any old or new business, but that it was important to discuss the development process as planned. Mr. Rose then asked Gary Brown to address those present.

Mr. Brown first apologized for the delay in the minutes from the previous meeting saying that since there had been no secretary present, he had to take the minutes and that they had yet to be typed. He then introduced Chris Carlaw and Michael Grill of the BRA to speak to the Committee saying that the two would give the group a better sense of what ideas the PAC had already suggested for the area and would translate suggested uses into dollars in the form of taxes, payroll, number of jobs, etc. Mr. Brown announced, too, that Bill Barbato would present the engineering reports at the next PAC meeting. He told the group that a four-by-eight foot model of the site is nearing completion for their use and said that the preliminary maps would soon be available.

Mr. Carlaw then took the floor to discuss how financial analysts work and





how their work applies to the East Boston project. He stated that analysts when reviewing developer proposals, can identify extra money in the developer's financial plan that can then be turned to provide public amenities. All developers, he said, are asked to submit a pro forma income and expense sheet which is completely analyzed. Once the figure of a reasonable return has been established, any profits over that are considered extractable for the public interest. The public interest may be defined as a lower building, more open space around the building, or other amenities a community may wish. Mr. Carlaw said that this is one of the major methods the BRA uses to achieve public amenities in building projects.

Mr. Carlaw also described the procedure the BRA staff use to work with a potential site and developer. First he said the staff works to establish a proper use for the area which includes estimates of traffic patterns and designations of open space areas. Advertisements are then placed in newspapers to invite developers interested in the site. Mr. Carlaw passed a sample of one such advertisement pertaining to the parking lot at the end of the Faneuil Hall Marketplace which is now in the process of being developed.

Mrs. Farnum asked where the BRA advertised for developers.

Mr. Carlaw answered that in this instance advertising had appeared in the Boston Herald, the Boston Globe, and in the New York Times, but that other papers perhaps local in nature, could be used for different projects, such as the Piers.

The initial guidelines established by the BRA were sent out, in the form of a developer's kit, to developers answering the advertisement. Mr. Carlaw distributed a sample of such a kit to those present. A brief discussion about the kits took place.

Mr. Carlaw then cautioned the committee to carve out small enough square footage for development that a designated developer could feasibly develop. He asked the committee to think of potential uses and of multiple uses for the area under consideration and suggested as an example that an office developer would potentially build and maintain open space for public use. Mr. Carlaw also asked the group to keep in mind that there are other values to be considered such as design guidelines and specification of materials to be used in any development. He said that when the committee chooses a developer that it should make certain that the developer has a firm financial commitment and that a reasonable time for construction to begin be built into the proposal that would eventually become a part of the agreement. He cautioned the committee that unless a time period were specified, a developer could "land bank" the area, tying it up without construction until the price of the site rose and that developer could sell his interest, making a profit without having done anything. An agreement, he said, can be written among the BRA, PAC, MassPort and the developer to meet all the necessary requirements. Lease agreements can be signed at some point in advance of when the developer is ready to start construction, he said.

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Mr. Carlaw then discussed (using two large charts) a method used to establish use potentials for employment, payrolls and taxes within the community. Using the standard of 10,000 sq.ft. as a consistent building size, Mr. Carlaw showed that various uses generate different kinds and numbers of jobs, taxes and payroll. For example, an office space of 10,000 sq.ft., which is 90% useable (leaving 9,000 sq.ft. of rentable space) allows 220 sq.ft. of space per worker, generating 41 jobs. Office workers earn an average yearly salary of \$12,000, creating an annual payroll of \$492,000. A hotel of the same size, which requires 500 sq.ft. per room (creating 20 rooms) will generate only 12 jobs because employment figures show that 1.7 rooms can be cared for by one worker. The average hotel salary is \$8,000-\$10,000 per year and would generate an annual payroll of \$120,000. Retail use, a less efficient producer than office use, would give only 8,000 sq.ft. of rentable space, generating 20 jobs, with an average annual income of \$8 to \$10,000, or \$200,000 in payroll dollars.

Mr. Carlaw said that industrial usage is quite variable and has a similar efficiency rating as retail space, but requires 500 sq.ft. per worker, instead of retail's 400 sq.ft.. Only 16 jobs should be expected, but the average salary for an industrial worker is \$14,000 per year, generating a payroll of \$224,000. Among the least productive uses of space would be warehousing which would only generate nine jobs, because most of the space would be utilized for storage. Housing might provide nine units of 1,000 sq.ft. each out of a potential 10,000 sq.ft. and would generate only one-half job, since it is estimated that one person can manage about 20 housing units.

Mrs. Farnum asked if condo figures could be projected. Mr. Carlaw said that condominiums would generate very minor job opportunities, since the units are individually owned and maintained.

Mr. Carlaw then discussed the method of determining taxes that might be generated from the listing of proposed uses as examined above. Using a figure of 3.75%, the highest effective tax that lawfully can occur per year under classification and Proposition 2½, Mr. Carlaw pointed out that the City cannot levy taxes for more than 2½% of the City's total value of property. The classification referendum now allows taxes on business property to be 150% x 2½% or 3.75% of full fair market value. The City of Boston, therefore, will now tax commercial property at 3.75% of value, he stated, while residential properties will probably end up being taxed at 1.7%.

Using this tax formula, Mr. Carlaw proceeded to show that 10,000 sq.ft. of office space, which would cost approximately \$70 per square foot to develop would provide a value of \$70,000, when multiplied by 3.75% would generate \$26,250 in taxes. A hotel of 20 rooms, where each room costs about \$70,000, would have a total value of \$1.4 million, which, under the present formula, would bring in \$52,500 in property taxes. Mr. Carlaw said that ordinarily office space pays more taxes than any other kind of space.



Mrs. Ferullo asked about 121A tax agreements and Mr. Carlaw said that for the past three years, businesses have been better off not having 121A agreements since Proposition 2½ and Classification will provide for lower property taxes than a 121A agreement.

Mr. Charles Welch asked what kinds of taxes other piers pay in Boston.

Mr. Knowlton answered that dockage fees at the Old Army Base piers were now running \$13,000 to \$18,000 per week and that large revenues could be attained using the piers as docks.

Mr. Favorito asked if title to the piers, since they were being retained by MassPort, meant that the area could not be taxed.

Mr. Brown answered that the developers would be paying taxes directly to the City.

Mr. Favorito asked if the agreement between MassPort and the BRA specified how taxes would be handled.

Mr. Grill stated that the land was not taxed, but that buildings would be. Mr. Carlaw continued and said that two other key items to be kept in mind by the Committee were land values and zoning restrictions. He then illustrated the manner in which the PAC could use as in zoning a letter designation to define the kind of building that can be constructed on a given site. Using the example of a B-4 designation which, when tied to the Floor Area Ratio, or FAR, Mr. Carlaw showed that the letter B stands for business property, and that the numeral four, tied to the FAR, means that a parcel of land 10,000 sq.ft. could have a building covering every square foot which would allow a developer to build a building four floors high; if half the parcel were used, the building could then be eight stories high, etc.

Mrs. Ferullo asked if developers didn't have to leave some land surrounding a building and there was some discussion about this, with Mr. Carlaw answering that it depended on what the PAC wanted to require. He also said that the FAR should be used as a tool, in the same way job numbers and taxes are criteria. None by itself should be an absolute. Residential and museum use, for instance, do not generate lots of jobs, but certainly provide other items of importance.

Mr. Fadali asked if there were to be restrictions on the MassPort site because of the airport.

Ms. Boelter said that there would be some restrictions.

Mr. Rose said that he was allowing questions from guests because the meeting was unofficial. He cited the decision of the committee to include in its by-laws a method whereby speakers other than members would have to be sponsored in order to speak during an official meeting. At Mr. Rose's request, the guests introduced themselves to the group.



Mr. Grill said that one way to get public improvements is to get the developers to provide them and that some activities provide more than others.

Mr. Tauro asked if using the 3.75% formula, a building in Downtown Boston with higher construction costs would bring in higher rents.

Mr. Carlaw said that for Downtown a figure of \$110 sq.ft. would be the development cost and that finished office space on the MassPort site would probably not be as expensive as that in Downtown or command as high rents.

Mr. Grill suggested that the committee consider what use would produce what level of profits and build that understanding into their work as they create guidelines for development.

Mr. Brown announced to the committee that Ronda Canter was leaving the BRA and that she had wished to come to the meeting, but was unable to do so. She asked Mr. Brown to say goodbye to the group. Mr. Brown also reminded the members that next week the engineering reports would be presented to them.

Mr. Rose called the next meeting of the PAC for Thursday, January 28, at 4 PM, in the Pier One Shed, and said, for expediency's sake, questions concerning the present meeting would be answered at the end of the meeting of January 28. The unofficial meeting was adjourned at 5:44 PM.





MEMORANDUM

TO: EAST BOSTON PROJECT ADVISORY COMMITTEE

FROM: Jim Rose

SUBJECT: NEXT PAC MEETING - January 28, 1982

The next PAC meeting will be held on January 28, 1982, in the Pier One Shed at 4:00 PM. Please be prompt.

The agenda will include a discussion of the engineering reports that have been done on the piers to date and how site conditions relate to development and our planning process.

Also, with the resignation of Mr. Pat Rosa, nominations will be solicited for a new PAC member. Please give this some thought.

Those members that were not present for the meeting of January 21, 1982, missed an informative presentation and discussion of the development process and analysis of development options. Handouts from that meeting will be available at the meeting this Thursday.





# massport

99 HIGH ST. BOSTON, MASSACHUSETTS 02110-2372 (617) 482-2630 TELEX 94-0385

February 5, 1982

Mr. Joseph Wardell  
1129 Saratoga Street  
East Boston, Mass. 02128

Dear Mr. Wardell:

It has come to my attention that there is some concern amongst East Boston residents about the amount, the quality and the duration of public open space in connection with the Development Plan for East Boston Piers. Massport entered into discussions leading to the Agreement with the Boston Redevelopment Authority (BRA) mindful of the community's desire for waterfront open space for public enjoyment. The Agreement stipulates that the Development Plan submitted by the BRA shall include "a right of public access from the land to significant portions of the waterfront, "and" a provision for public open or park area and the maintenance and care thereof". Massport would have cause to reject a Development Plan submitted without such provisions.

It is my view that Massport is committed to the provision of open space which is accessible to the public on the property. It is possible that the most effective method to insure quality maintenance of that open space is to tie the space to parcels being developed by other tenants. In that case the open space use could run concurrently with the developer's use of the remainder of the development parcel.

I hope this helps you to understand Massport's commitment to public open space on the Piers. As a member of the Project Advisory Committee you have a critical responsibility to work with the BRA to determine the nature, location and amount of that open space. Massport looks forward to reviewing the Development Plan that evolves from your effort.

Sincerely,  
MASSACHUSETTS PORT AUTHORITY

DAVID W. DAVIS  
Executive Director

DWD/pl.



MEMORANDUM

February 8, 1982

TO: EAST BOSTON PROJECT ADVISORY COMMITTEE

FROM: Jim Rose

SUBJECT: FEBRUARY 11, 1982, PAC MEETING

The next meeting of the East Boston Project Advisory Committee will be at the Pier One Shed at 4:00 on February 11, 1982.

At that meeting, a general site analysis will be presented with special emphasis on site opportunities and limitations for specific land uses identified by the PAC. This analysis will be followed by a discussion of alternative land use arrangements on the site. Examples of three possible land use configurations will be presented.

To prepare for this meeting, it would be beneficial for you to review the issues, opportunities, goals and land uses identified at our November 19, 1981, meeting keeping in mind the additional development and engineering information that has been presented.

It is the BRA's hope that from this point some hard decisions can be made, such as an accepted list of PAC goals for the site and the reaching of consensus on the types of uses to be explored in more depth.



PROGRAM ELEMENTS IDENTIFIED BY PAC	POTENTIAL SITE OPPORTUNITIES	POTENTIAL SITE LIMITATIONS
Residential market (rental/condo) low/moderate	<ul style="list-style-type: none"> <li>- views/water</li> <li>- mass transit</li> <li>- proximity to downtown</li> <li>- proximity to airport</li> </ul>	<ul style="list-style-type: none"> <li>- ownership of waterfront property</li> <li>- lease arrangement with MassPort</li> <li>- high site development costs</li> <li>- lack of water access to downtown</li> <li>- lack of subsidy programs</li> <li>- large number of subsidized units nearby</li> </ul>
Retail	<ul style="list-style-type: none"> <li>- mass transit</li> <li>- opportunity for water-related retail (marina restaurant)</li> </ul>	<ul style="list-style-type: none"> <li>- deteriorated retail area nearby</li> <li>- existing retail in nearby Central Square</li> <li>- poor vehicular access</li> <li>- high site development costs</li> </ul>
Office	<ul style="list-style-type: none"> <li>- views</li> <li>- mass transit</li> <li>- proximity to airport</li> <li>- ancillary office to existing downtown uses</li> </ul>	<ul style="list-style-type: none"> <li>- distance from Class A market</li> <li>- lack of community demand ??</li> <li>- proposed Bird Islands Flats development</li> <li>- high site development costs</li> </ul>
Hotel/Boatel	<ul style="list-style-type: none"> <li>- proximity to airport</li> <li>- mass transit</li> <li>- views/water</li> </ul>	<ul style="list-style-type: none"> <li>- new and proposed hotels elsewhere (Charlestown, Long Wharf, Bird Island Flats)</li> </ul>
Marina	<ul style="list-style-type: none"> <li>- Pier I/building</li> <li>- waterfront</li> <li>- proximity to downtown</li> <li>- lack of facilities elsewhere</li> </ul>	
Ferry Service	<ul style="list-style-type: none"> <li>- opportunity to develop in conjunction with other harbor development</li> </ul>	<ul style="list-style-type: none"> <li>- high development/operation costs likely to require subsidy</li> </ul>





PROGRAM ELEMENTS IDENTIFIED BY PAC	POTENTIAL SITE OPPORTUNITIES	POTENTIAL SITE LIMITATIONS
Industrial	<ul style="list-style-type: none"><li>- proximity to airport</li><li>- waterfront location</li><li>- mass transit</li></ul>	<ul style="list-style-type: none"><li>- poor vehicular access</li><li>- high site development costs</li><li>- proposed Bird Island Flats development</li></ul>
Recreation	<ul style="list-style-type: none"><li>- views/water</li><li>- proximity to large population with limited open space</li></ul>	<ul style="list-style-type: none"><li>- lack of public funds</li><li>- no tax generation</li></ul>
Institutional	<ul style="list-style-type: none"><li>- lack of facilities in East Boston</li></ul>	<ul style="list-style-type: none"><li>- lack of public funds</li><li>- no tax generation</li><li>- existing facilities elsewhere</li></ul>



EAST BOSTON PROJECT ADVISORY COMMITTEE MEETING, 11 February 1982

PAC MEMBERS

Present

James Dorgan  
Anna DeFronzo  
Evelyn W. Farnum  
Lucy Ferullo  
Albert Lombardi, Jr.  
Jimmie Rose  
Joseph Wardell  
Charles S. Welch  
Mary Ellen Welch

Absent

Joseph Mara  
William Manning  
Mario Umana  
Pat Rosa  
Robert Travaglini  
George DiLorenzo  
Benito Tauro  
Alice Christopher  
Emilio Favorito

GUESTS

William R. Ferullo  
Lorraine Downey

BRA

Bill Barbato  
Gary Brown  
Rick Shaklik  
Charles Studen

MASS PORT

Alice Boelter

The meeting was called to order by Chairman Rose at 4:20 PM at the Pier I Shed with the nine members present constituting a quorum. Mr. Rose then introduced Charles Studen and Rick Shaklik to the PAC. Both men have been doing a site analysis based on available neighborhood data.

The chair also asked Gary Brown to speak. Mr. Brown offered the concept behind the schemes to be presented to the PAC at this meeting and the manner in which the maps attached to the wall could be used by the PAC to establish their own analysis and used as an aid in the PAC's development of a land use scheme for the site.

Mr. Brown suggested that the PAC should break up into three groups of six members each to develop their ideas for uses for the site. He also suggested that the PAC have a public meeting soon to get an agreed upon usage from the general community.

Chairman Rose told the group that he had been able to get CARD funds for another East Boston area and explained that a CARD area is a



federally targeted zone where businesses can receive loans from any lending institution with lower than usual interest rates. CARD is an incentive program for upgrading businesses and business areas.

Mrs. Farnum asked the chair what area had been designated a CARD district.

The Chair explained that it covered an area from Maverick Square, down Meridian Street to Central Square, over to Bennington Street, and up Meridian again.

Mr. Brown explained that the piers are not included in the CARD.

The Chair stated that he could ask for an amendment to his accepted proposal to tie the piers to the CARD.

Mrs. Ferullo asked what, if any, was the deadline for adding areas to CARD.

The Chair said there was no time limit.

Mrs. DeFronzo asked if the CARD would extend to Lewis Street.

Mrs. Ferullo asked if it would be developers who would receive the funds associated with CARD or a corporation similar to PAC.

Mr. Rose said the PAC would be ineligible for CARD funds.

Mr. Shaklik then took the floor to explain the analysis of the site so far.

The map featured open space areas, subsidized housing, commercial areas, etc. which should be kept in mind as planning for the piers progresses. Six opportunities were identified by the planners:

1. A large vacant area of 20 acres, and another of 14-15 acres on the piers themselves.
2. The extensive waterfront offered by the site gives opportunities for many water-related uses.
3. The proximity of the site to Logan and Downtown, with good public transportation, was yet another.

Mr. Shaklik called the PAC's attention to the fact that Pier I is in the best condition for use and talked about the dramatic use that Downtown and Charlestown had made of similar opportunities, citing that the Pier I and entire waterfront area had an additional advantage over these sites -- that of a southern exposure.

4. An extension of the Lewis Mall could be made to the area.
5. The "Rockies" might offer possibilities for tying that land into the project.



The disadvantages of the site were then reviewed. These included the fact that the landfill is not of the best quality; the extra costs of renovating or demolishing Piers 3, 4 and 5; the circulation into the site is limited; the environmental problems in the site; the Third Harbor Crossing tunnel which may interfere with other areas; the airport, which could have an impact on the possible height of any buildings to be built, and the height of any buildings which might obstruct view from neighboring properties and the other proposed private developments in the area.

Mr. Shaklik then distributed lists of specific land uses identified in December by PAC. A discussion and explication of the analysis followed.

Mr. Studen said that the planners may not have identified all possible uses for the site and asked PAC members to look at the lists very critically to find other possible uses, saying that the BRA needs the PAC's ideas.

Ms. Welch asked if there were any boatels in the area.

Mr. Brown said that some waterfront hotels could function as a boatel, but that the investors often do not market their facilities as such.

Mr. Studen then asked the members to discuss priorities for the area pointing out that it is a remarkable site. He said the maps now hanging on the wall would be left up for several weeks so that the PAC could refer to them.

Ms. Welch asked if the BRA were including museums under the institutional category on the printed list.

Mr. Shaklik replied that they were and reviewed the manner in which the planners had arrived at the uses now being presented. He asked the PAC to also refer to Mr. Carlaw's list of use/tax/employment figures for the area when looking for possible site uses.

Mr. Studen then talked about the examples of various land use schemes prepared by the BRA and indicated that six assumptions had been made concerning the area for purposes of this exercise. These were:

1. The area designated as NDP II assumed future use is for housing.
2. The Lewis Mall will be extended to a public ferry area.
3. Pier I can be repaired and used.
4. Piers 3, 4 and 5 are liabilities and should be removed.
5. Bethlehem Steel would remain where it is.
6. The public waterfront access would be maintained.





Mr. Wardell reminded the BRA planners that if the public access were to be just a walkway that he and the PAC did not want that.

Mr. Studen said that the BRA didn't try to assume what kind of access would be available, only that East Boston residents would be able to go along the waterfront. He also noted that vehicular access to the area had to be improved.

Mr. Studen said the planners prepared the schemes for illustrative purposes and tried to emphasize different goals developed by the PAC in November and how they could be achieved on the site. He said using these goals they had devised three different schemes for the area:

Scheme I - Provide water dependent activities and expanded cultural/historical aspects of East Boston marine-related industries, such as shipbuilding and sailmaking for Pier I, with some additional development in conjunction with marine manufacturing and marine warehousing.

Ms. Welch asked what were the marine-related industries.

Mr. Studen replied that such industries as sailmaking could be considered as light marine-related industry.

Mr. Dorgan said that there is plenty of marine industry now and that he couldn't see how the community would gain with such a plan.

Ms. Welch said that if the industry were non-polluting, the community could live with it.

Mr. Dorgan said that it seemed a waste to use the waterfront area for industry.

Mrs. Ferullo asked if the planners had considered the tax dollars generated by such industry.

Mr. Studen replied that only land uses had been considered, with some thought given about tax generation and job creation, but that there had been no assumptions made about the height (density or massing) of buildings.

Scheme II was presented in which the planners took into account the goals outlined by the PAC to provide housing and create additional recreation and open space. Pier I could become, under this scheme, a marina and restaurant area. Housing, with a park between Bethlehem and the site, could be constructed, with strong public waterfront access. This scheme does not generate as many jobs as others schemes might, Mr. Studen said, or much in tax revenues, but satisfies housing, open space and recreational goals identified by the PAC.



Scheme III focused on job opportunities and tax generation. A hotel would be included with a marine on Pier I and behind it, a major office/retail area. There could be a boatel/hotel constructed out onto the water, with an area next to the Bethlehem Steel area designated for light industry. This is a mixed scheme and calls for the most dollar investment in the site.

A discussion of the schemes followed.

Mr. Dorgan pointed out that no matter which scheme was used the community's view of the waterfront was blocked. He suggested that if the piers have to come down, the area could be left as open parkland.

Mr. Rose reminded the corporation that the ideas and the maps are like having building blocks that the members could move around any way they wished.

Mr. Studen announced that packets of information will be given out with further explanations of the schemes to members.

Alice Boelter asked the members how they would feel about using the area for lobstermen. MassPort has been trying to discover if the area would be of use to them and had contacted the 400-member lobsterman's association to see if there was any interest.

A discussion ensued among the members with the consensus reached that although lobstermen would be welcome, 400 of them would be too many.

Mr. Brown asked where the group wanted to go from here. He spoke again about the committee breaking up into small groups so that ideas could be discussed carefully and so that priorities presented to the BRA would be very clear. He asked that these small groups then re-merge into the whole where ideas and conflicts could be discussed.

Ms. Welch asked where the PAC was going to get hard facts about what kinds of industry, buildings, etc. were proper uses for the area.

Mr. Dorgan suggested that retail stores selling marine supplies, and other marine related activities were proper.

Ms. Welch said she did not want a factory on the site.

Mr. Brown said that the categories presented were broad ones. He suggested that the PAC now look for specific categories. He reminded the group that if it decided to have a lot of housing, for example, the group would have to come up with just how much a lot of housing is.



Ms. Welch said she had assumed low-rise/high-rise housing ideas presented for the NDP II site would be used here.

Mr. Dorgan said that there had been a lot of input to the PAC and that he would now like to see the chair call a meeting with only PAC members present so that the PAC could discuss what is right for East Boston. He suggested that one meeting be used for this purpose and that no advisors be present. After that meeting, the advisors could come back and advise the PAC whether their goals were possible, he said.

Mrs. Ferullo asked if some blank maps could be made available for the PAC's use, to which Mr. Brown said yes.

The Chair asked if it were the consensus of the group that the next meeting be just for PAC members and, if so, would someone present a motion to that effect.

Mr. Dorgan so moved that such a meeting be held on February 25.

Mrs. DeFronzo seconded the motion, which passed without discussion unanimously.

Mrs. Ferullo said that she was concerned that there had been no discussion on the motion and that she believed the PAC was losing too much time if it postponed the next meeting to two weeks from the present.

Mr. Shaklik reminded the PAC that it was at a critical juncture and that if each member of the committee would think about all the ideas presented and study the information about them, he was not worried about taking the extra time.

Mr. Dorgan said that he felt as if the committee had been in a seminar for most of the period it had been meeting.

The Chair asked whether the PAC was agreed that the meeting be held in two weeks, or whether one week would be better.

Ms. Welch suggested the meeting be held in one week.

Mr. Brown suggested the PAC hold two private meetings, with the BRA joining the PAC in between the two meetings.

Mr. Wardell said before he went into any more meetings, he wanted to know what the privileges of East Boston residents were going to be.

Mr. Lombardi said that he felt the PAC had to discuss the planning stages now.



The decision reached after discussion and an amendment to the original motion was stated by the chair that the next meeting would be held on February 18 at 4:00 PM with PAC members only, but that the PAC would want the BRA to provide them with the recording secretary for that meeting.

Mrs. DeFronzo then asked if the PAC could have some developers come in to discuss their ideas for the site.

Ms. Welch stated she felt the PAC should draw up plans for the developers first and then see what they have to offer.

A short discussion followed with Mr. Brown suggesting strongly that the PAC should come up with its own plans first.

Informal adjournment occurred at 5:43 PM.





LAND USE SCHEMES/EXAMPLES

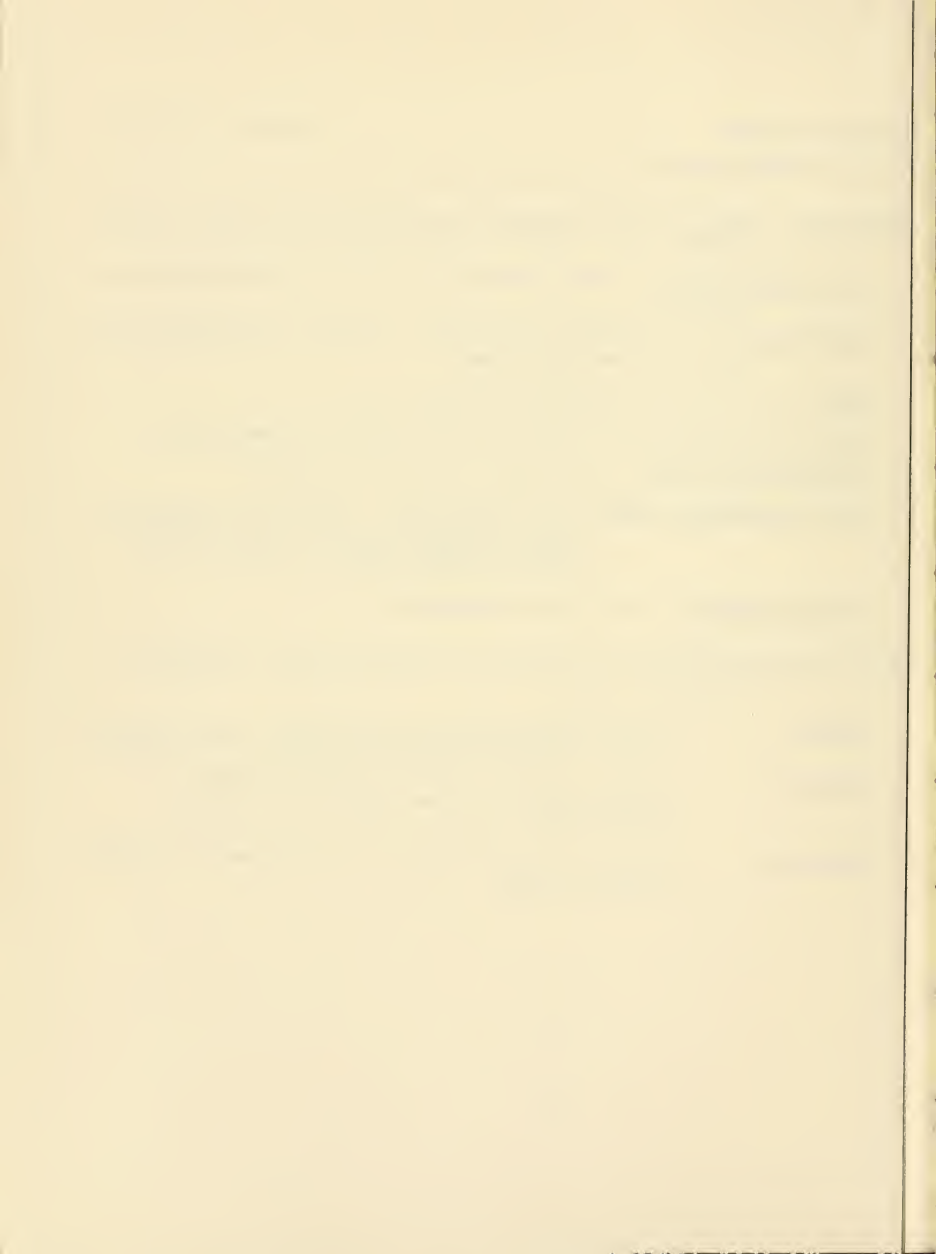
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ASSUMPTIONS (Used with these examples and common to all three land use schemes)

1. NDP II SITE adjacent to East Boston Piers site will be developed for housing.
2. LEWIS MALL will be extended from present terminus to waterfront with ferry slip and open space.
3. PIER I can be feasibly repaired and built upon.
4. PIERS III, IV, AND V are liabilities and should be demolished.
5. BETHLEHEM SHIP REPAIR will remain in present location.
6. PUBLIC WATERFRONT ACCESS will be maintained along entire waterfront with connections to existing residential area at Orleans Street, Cottage Street, and the Golden Stairs.
7. VEHICULAR ACCESS to site will be improved.

PRIORITY GOALS (Each land use scheme has been developed to emphasize different goals)

1. SCHEME I
  - Provide water dependent activities
  - Expand cultural/historical aspects of East Boston
2. SCHEME II
  - Create variety of housing opportunities
  - Create additional open space and recreation activities
3. SCHEME III
  - Create job opportunities for East Boston residents
  - Generate taxes







MEMORANDUM

February 12, 1982

TO: EAST BOSTON PROJECT ADVISORY COMMITTEE

FROM: Jim Rose, Chairman

SUBJECT: PAC MEETING SCHEDULED FOR FEBRUARY 18, 1982

The next PAC meeting will be held at the Pier One Shed at 4:00 PM on February 18, 1982.

The agenda for this meeting will include the PAC's placement of its goals in priority order and the discussion and development of various land use alternatives for the site.

The BRA has provided us with a site analysis map and examples of various land use schemes based on assumptions (which we are not bound by). The presented schemes were for illustrative purposes and emphasized different goals the PAC stated at our November 19 meeting. Their purpose is to serve as examples of the process we might want to follow.

It is now our task to <sup>①</sup>clarify our goals, <sup>②</sup>state our assumptions and <sup>③</sup>develop a land use scheme(s) indicating what we, as members of the Project Advisory Committee, suggest for further study and analysis.

Please review the information that has been provided to date and give some serious thought to how you feel about the site and what you want the development process to result in.

As decided by the PAC at the last meeting, the BRA will not be present. However, they will provide whatever technical assistance, data and materials that we feel are necessary to conduct this meeting and successfully accomplish our objective.



EAST BOSTON PROJECT ADVISORY COMMITTEE

MEETING OF February 18,1982

PAC MEMBERS

Present

Alice Christopher  
Anna DeFronzo  
Emilio M. Favorito  
Lucy Ferullo  
Albert Lombardi, Jr.  
Joseph M. Mara  
William D. Manning  
Jimmie Rose  
Robert Travaglini  
Charles Welch  
Mary Ellen Welch

Absent

George DiLorenzo  
Mario Umana  
Benito Tauro  
Pat Rosa  
James Dorgan  
Joe Wardell  
Evelyn Farnum

GUESTS

David Kelson  
William Ferullo

Chairman Rose noting that a quorum was now present called the meeting of the PAC to order at 4:18 PM. He stated that he had received a copy of a letter written by Mr. Davis of the Massachusetts Port Authority directed to Joe Wardell which stated that MassPort was committed to whatever action the PAC wished as far as open spaces on the site were concerned, as it was committed to any other site use. The Chair also said it had received a letter from Alice Boelter of MassPort which contained a flyer discussing mooring fees and other information the PAC had wanted to have concerning slips for boats. The Chair then opened the floor for suggestions and discussion concerning the PAC's thoughts and feelings about the plans for site use.

Mrs. DeFronzo said the area should go for a large marina similar to that in Newport where, she said, the marina makes a lot of money for the community. She said that she thought piers four and five should be fixed as fishing piers, with an open area next to the Bethlehem Steel area. She also stated that she would like to see a boatel and some housing on the site.





Mrs. Christopher said that the Committee had been talking a great deal about unemployment in the area and suggested that a company like Wang or Digital should be asked to build on the site.

The Chair asked if Mrs. Christopher meant high-tech industry for the area, to which Mrs. Christopher replied in the affirmative.

Mrs. Ferullo said that she thought there would be a height, size and traffic problem created in the area if the site were put to that use.

Mr. Favorito said that most of their Wang/Digital structures were all on one level and that a height problem would probably not exist.

Mrs. Christopher said that the area was going to have to have a traffic study anyway because anything that went on the piers was going to attract traffic. She reiterated her statement that high-tech industries offer good jobs, many at entry-level, that eventually pay good salaries and train people.

Mrs. DeFronzo said she thought a lot of things pertaining to the water, with a couple of ferries to help alleviate the vehicular traffic would be best for the site.

Mr. Travaglini said he thought the ferry was very important because vehicular access was difficult at the site. He expressed his opinion that if there were no ferry, there would be a serious problem and that some kind of commitment to a ferry should be a first priority of the PAC.

Mr. Lombardi said that whatever was put on the piers should be versatile and accommodate the neighborhood. He asked the question "what do we need?" saying that if industry is put on the site, the need for a ferry will be paramount.

Mr. Welch agreed with Mr. Lombardi saying he thought the PAC should go for water-related activity. He said he was not against high-tech, low-rise industry, however, but that since cars will be a problem in any case, there must be a ferry system.

Mr. Favorito reminded the PAC members that the ferry is a desirable attribute but that the PAC cannot impose the existence of a ferry as part of the development package. The ferry, he said, must be economically viable and will rise or fall based on the use of the parcel. The types of uses that would support a ferry are the kinds of uses that bring people into the area, and Mr. Favorito concluded that the PAC should be looking for uses that are people-intensive.

Mrs. Christopher talked about the way people had always walked to use the old ferry, saying that today everyone would use a car to get to the ferry and that parking would be necessary. She also stated that there was going to be a great deal of traffic, no matter what was put in and that even a marina will attract cars.



Mrs. DeFronzo said that one of the best things about the site was its proximity to the MBTA. She said that people should be encouraged to come to the shops and restaurants in the area by ferry, however.

Ms. Welch agreed with Mrs. DeFronzo saying that the site would have to have a magnet area, and that a continuation of the Hull ferry could bring people to the shops and restaurants and other attractions. She suggested that the PAC might be able to get a subsidy for a commuter ferry similar to that granted to the Hull run.

Mr. Manning said he went along with the idea of a ferry 100%. He stated that East Boston was rich in historical sites and there would have to be something to draw the people to East Boston. He said he would like to see a marina developed on the site because so many people are "boat happy" and because he thinks a marina would generate taxes.

Mr. Travaglini said he had taken it for granted that there would be a shopping mall on the site, and that he also assumed one drawing card for the area would be restaurants.

Mrs. Ferullo gave a copy of the "Waterfront Development Plan" prepared by the Land Use Council some years ago and which had been given to PAC members at an early meeting to Chairman Rose, reminding the corporation about its contents, and asking that the Chair read it to the members.

Chairman Rose read the Program of Land Use which lists Proposed Uses drawn by the Land Council.

A general discussion ensued concerning the contents of the report with Ms. Welch saying that she would like to see the area developed more like a Mystic Seaport or a Pickering Wharf. She suggested that ships like the Flying Cloud could be moored at pier sites and become strong tourist attractions.

Mr. Lombardi stated that he thought that replicas of famous ships would be a very good idea.

The Chair reminded the members that it costs \$8 to get into Mystic Seaport, expressing his worry that costs might keep users away.

Ms. Welch said that perhaps the area could be run similarly to the Peabody Museum in Salem, where Salem residents, upon showing a special card, are allowed free use of the museum.

Mrs. Christopher asked how vehicular access could be blocked off for the site.



Ms. Welch said that the area would have to provide a certain number of parking areas for businesses to meet legal requirements.

Mr. Welch said he thought three boats a month now asked for guest mooring in the area during the summer months, while Mystic is booked up four months solid each year. He suggested a boatel would be a good idea for the site, saying there was no place in Boston at present to tie up for the night.

Mr. Lombardi said that the PAC was talking about ferries and traffic, and suggested that the ferry tie up at the airport and that cars be required to park there to meet the ferry.

Mr. Favorito offered a formal motion that a marina-type use be adopted and further moved that for the duration of the current meeting the PAC use the maps left by the BRA and set up specific areas allocated for marina-related uses to decide which portions are suitable for that kind of use.

Mrs. Ferullo said, on the motion, that ferry boats could not tie up with a marina because the ferry boats are so large they upset small boats.

The Chair acknowledged Mrs. Ferullo's remarks, but reminded her that she had been out of order on the motion.

Ms. Welch seconded the motion.

Mr. Rose re-stated that motion saying that there was a consensus that a marina section shall be acceptable to the PAC.

The motion was put to vote and passed unanimously.

Chairman Rose said he felt the PAC should delve into the matter and say what specific marine-related activities it wanted and then allow the BRA to offer some scenarios so that the PAC could choose from those scenarios one that fit, if any did. He said the BRA could give scenarios concerning restaurants, slips, ferries, museums, etc.

Mr. Favorito said he was not excluding any use, but only wished to determine where the PAC could put the marina.

Mr. Welch said he would say from Pier 5 on would be a good place for the marina.

Mr. Rose asked if the area should be defined more clearly than that.

Mr. Favorito said the marina has special requirements and that a decision should be made. He asked if the marina should be put on Pier I.



Ms. Welch said that the existing ferry slip should still be used.

Mr. Welch said that Pier I was a good site, but that it was too good for marina use. He thought the other end of the site could easily be used for a marina.

The Chair stated his opinion that if there were going to be a ferry that it should use the old ferry slip for docking.

Ms. Welch offered a motion that the PAC say that the old ferry slip should be used for the new ferry.

The motion was seconded and carried on an unanimous vote of approval.

Ms. Welch suggested that the PAC put down on paper its ideas and that the onion skins sheets left by the BRA for use should be brought out now.

The maps and onion skins were brought to the table and the members gathered around to make their suggestions while Mrs. Ferullo outlined the areas so designated in black marker pen.

Mr. Manning said that the area would have to generate something to provide young people with jobs, and with something to increase the tax base in East Boston.

The use of Pier 4 was designated as the area for the new marina by the PAC and the old ferry slip was also designated to be reserved to provide new ferry service.

Mr. Lombardi made a motion that the Pier I area should be set aside for restaurants, lounges, retail and tourist-related uses within the existing building.

Ms. Welch seconded the motion.

A discussion on the motion was held and the motion was then brought to a vote and passed unanimously.

Mr. Travaglini stated he thought the members were treating parking lightly and thought that some area should be set aside for parking.

Ms. Welch said she thought that the developers would have that right.

Mr. Favorito said the PAC may have to set aside an additional area for a nuclear (central) parking area.

The Chair suggested that a meeting with the BRA should be held to discuss parking and other issues for the area.

Discussion continued concerning the traffic patterns that might





be possible with a central area for parking, a circular roadway, etc. Mr. Lombardi and Mr. Travaglini suggested the use of a shuttle to take people from the central parking area around the site, to the marina, to the shopping areas, might be a good idea.

The Chair offered his opinion that the shuttle idea was a good one.

Ms. Welch said a shuttle could even be used from the Blue Line in Maverick Square to the site.

Mr. Mara said the shuttle service could be yet another business for the area.

Mr. Favorito said he would like to get a reaction to the use of this area (pointing to a middle area of the map between Pier 2 and 3) for high-tech industry.

The Chair suggested that the PAC had done enough work for one meeting, and that it was time to get BRA input before going further. He said that there is a consensus that there will be a boatel/hotel in the area and asked where it should be situated.

A motion was made by Mr. Lombardi and seconded by Mr. Favorito that a boatel/hotel should be next to the active marina.

Mr. Manning pointed out that an active marina was not a year-round marina, after which a discussion concerning the seasonal use of a marina was held.

A motion to adjourn was made by Mr. Travaglini and seconded by Mr. Favorito. Adjournment occurred at 5:21 PM on an unanimous vote. The next meeting will be held in two weeks, on Thursday, March 4, 1982, at the Pier I site.



MEMORANDUM

February 25, 1982

TO: East Boston Project Advisory Committee  
FROM: Jim Rose, Chairman  
SUBJECT: NEXT PAC MEETING

The next meeting of the East Boston Project Advisory Committee will be in the Pier One Shed at 4:00 on March 4, 1982.

I have given the BRA the onion skin sketch of uses identified at our last meeting and asked that they report back to us on the information we have provided them to date.

Enclosed for your review are the minutes from our meetings of February 11 and February 18, 1982.

Enclosures



EAST BOSTON PROJECT ADVISORY COMMITTEE MEETING OF March 4, 1982

PAC MEMBERS

Present

Alice Christopher  
Anna DeFronzo  
Evelyn Farnum  
Lucy Ferullo  
Albert Lombardi, Jr.  
William D. Manning  
James Rose  
Robert Travaglini  
Joseph Wardell  
Mary Ellen Welch  
James Dorgan

Absent

George DiLorenzo  
Emilio M. Favorito  
Joseph M. Mara  
Benito Tauro  
Mario Umana  
Charles Welch

GUESTS

William Ferullo  
Anthony Pagliua  
David Kelson

BRA

Gary Brown

MASS PORT

Alice Boelter

Chairman Rose called the meeting to order at 4:18 PM in the Pier I Shed. He then read a letter from former member, Pat Rosa, which advised the Board of his resignation. The Chair suggested that nominations and voting for a new member to replace Mr. Rosa be held at the March 11 meeting.

Mr. Travaglini asked what kind of person the board members should think about nominating and whether he or she would have to be from any particular section of East Boston, or from the business community.

The Chair stated that no designating from certain areas need be done, and asked for a motion that the next meeting be used for the purpose of replacing Mr. Rosa.

Mr. Manning, seconded by Mr. Travaglini, so moved and discussion on the motion was begun by Ms. Boelter who said that MassPort desired to make sure that a neighborhood business was represented and suggested that the PAC not place itself open to a charge of having too narrow representation.

The Chair responded that the nomination could well be someone from East Boston's business community, or from someone connected with the water site.

Mr. Travaglini asked if the position previously held by Pat Rosa on the PAC had originally been designated for a business person. A discussion ensued concerning this issue.



The motion was moved to a vote and passed unanimously.

The Chair then turned to the actions of the PAC meeting held two weeks previously (February 18, 1982), explaining how he had taken the suggestions and the drawing made at that meeting to Mr. Brown on the Friday after that meeting to discuss the plan with him. Mr. Brown had noted at that meeting that the PAC had not been specific enough in its desires.

The Chair said he had not wanted to speak as one person for the whole of the PAC in his meeting with Mr. Brown prior to this current meeting and that Mr. Brown would discuss aspects of the PAC scheme that needed clarification.

The Chair then turned the meeting over to Mr. Brown, who asked if everyone had read the minutes from that meeting. An affirmative acknowledgement by individuals answered his question.

Mr. Brown then stated that a status report was in order and called the group's attention to Exhibit B in the packet handed out to individual members at the initial meeting of the PAC. Mr. Brown told the PAC that the group is moving out of Phase II (site analysis) into Phase III, planning and design. He pointed out that the schedule gave the PAC 19 months -- from August, 1981 -- to prepare a master plan for the site. This meant that such a plan would have to be completed by March, 1983, in order to comply with the agreements between MassPort and the BRA concerning the site. However, he reminded the PAC that they had set their own goal to submit a preliminary plan by June, 1982. He indicated that in order to achieve that goal the PAC's work would have to increase greatly.

Mr. Brown then reminded the PAC that they had not had any open/public meetings and suggested that it might consider doing so.

Mr. Brown explained that the scheme presented by the PAC required refinement and some additional work before a review of the PAC's desires could be clearly articulated. He also told the PAC that the model for the site is completed and asked for the assistance of Board members in checking the model's accuracy before everything was glued into place. He indicated that the model was located at 185 State Street and suggested that the PAC members call ahead.

Mr. Brown then began a discussion of the land use designations the PAC had indicated on the onion skin. He congratulated the PAC on its progress during the last meeting, but pointed out that a lot of land had been used up without any attention or explanation of goals attendant to that use and significant areas of the site were left blank. What, he asked, was PAC trying to establish as its goals. The BRA planners, he said, could not take what the PAC had now given them and tell what uses the PAC wants for the entire area until the PAC's goals are more clearly established. He then pointed out a chart, with goals, that had been developed in the November meeting. The chart had been devised indicating every land use the PAC had mentioned, as well as the goals identified by the PAC. He asked if the PAC would knock out any of these land uses which were no longer of interest or





feasible for the site and if all the goals were still viewed as appropriate.

Mrs. Ferullo pointed out that the BRA had a list of goals established by the PAC, but Mr. Brown suggested that the list needed to be put into priority and refined as does the land use list and said that, for example, an "active marina" designation is too broad and should be narrowed through definition to what constitutes an active marina and what activities the PAC wants to include or exclude from that use.

Mr. Travaglini asked if there were any reason why the marina had to be placed where the planners had indicated on maps designated Schemes I, II, and III, which were taped on the meeting room wall. Mr. Brown responded that there was not. Mr. Travaglini said that parking would be a major problem about which a great deal had been said, but that to the best of his recollection, the PAC had not talked about housing at all at the previous meeting.

Mr. Brown said that the PAC had once talked of luxury, elderly, and condominium housing as possibilities for the site, but that such a use was not addressed on the PAC land use scheme.

The Chair said that the PAC had identified a marina, and a hotel/boatel but had not addressed a lot of other issues.

Ms. Welch said that the PAC was unsure how to address the parking issue since not enough was known about the parking freeze when uses were being discussed.

Mr. Brown said there was no parking freeze and that the difficulty with circulation and parking should not preclude discussion of any use for the site at this time.

In response to a question from Mr. Dorgan, Mr. Brown said the BRA could not at this point indicate what traffic flow might be for the area and that the flow would have to be identified and established after the goals and land uses had been identified, located and placed in a priority listing.

Mr. Dorgan asked if the BRA didn't have to make a study before the project had ever begun and they developed their schemes.

Mr. Brown said there were discussions about traffic, but that any plans about patterns of traffic for the area would be made once the land uses had been more clearly defined.

Mr. Dorgan said he thought there was enough information now to do that.

Mr. Brown disagreed asking what assumptions the PAC was making about



how many workers would be employed on the site in the future that might drive into the area and discussing the differences in traffic generation that might result from various land uses and the scale of those uses.

Mrs. Franum said that she thought the PAC should be thinking in terms of block development for the site and then listed items she had been thinking about as useful for the area, and those which would be unacceptable. A fueling station, she said, requires lots of water room for boats to maneuver into position to re-fuel. She asked if there was really enough room in the harbor with its present boat traffic for that sort of use. Housing, she said, should be of the luxury variety because it would bring in tax dollars and a population to buy goods in the area. Mrs. Farnum indicated that a park area should be made near the tourist area so that a natural buffer would exist between the housing and that area. She said she would like to see a Fisherman's Wharf-style pier, casual, informal, and inexpensive established. The luxury housing, Mrs. Farnum said, would balance out the profile for the area and would bring in overflow traffic from the Faneuil Hall area. A ferry boat, she said, could bring people here and the people coming would be coming to live in luxury housing or as visitors to the wharf area.

Mrs. Christopher said you still would need roads and asked if experts could develop traffic forecasts for the site.

Mr. Brown said the BRA could supply the PAC with data, but that it would not significantly aid them at this time.

Mr. Dorgan said that the PAC was interested in future traffic flow.

A discussion concerning traffic, traffic flow, and other issues pertaining to traffic then took place with Mr. Brown saying all of these issues would have to be discussed as land use alternatives were developed.

Ms. Boelter said she saw a problem with Mr. Dorgan's suggestion that the BRA should come up with traffic flow data now. Ms. Boelter said that, for example, traffic going to and from a nursing home would differ considerably from that for a truck terminal. She said the PAC would have to define what it is it wants on the site first, and then decide the traffic use.

Mr. Brown asked the PAC to refine its goals and give the BRA a priority list of those goals, a list of assumptions and then develop a scheme for the area in a manner similar to that presented to the PAC at its February 11 meeting.

Ms. Welch said she thought the PAC should end the present meeting and review their material and then continue the discussion at the next meeting.

Chairman Rose said he would set up a chart for goals so that they could be listed in priority order.

Mr. Brown then passed out a list of goals and assumptions that had



been used in developing the schemes discussed on February 11, including old matrices and new matrices devised from the November meeting of the PAC. He asked if there were any questions that the BRA could respond to at present, and asked if there were any further questions about parking.

Ms. Welch asked if the individual developers were responsible for parking at each parcel.

Mr. Brown said parking could be accomplished in a variety of ways. There could be an area of parking for each use or a central parking scheme.

The chair said he thought the PAC should set up the next meeting and asked if the group should meet next week and give Mr. Brown a list of its goals at that time.

Mr. Travaglini said he felt the PAC should go full-speed ahead now.

Mr. Brown asked if there were any problems about the next meeting being used to establish priorities and identify areas of PAC consensus.

Mr. Travaglini said that the PAC should now examine the lists that had been handed out to them a few minutes before and delete any goals, uses and assumptions that they viewed as inappropriate.

Chairman Rose said he had received a letter from the Third Harbor Tunnel Committee asking for the PAC to help that group. Mrs. Ferullo entered her objection to assisting the Third Harbor Tunnel Committee, saying that a discussion on that should wait until another time.

Mrs. Farnum asked if the PAC could meet next week in City Hall so that it could see the model.

Mr. Brown said that the PAC could first view the model at the State Street BRA office and then walk back the two blocks to City Hall for its meeting.

The Chair said that meetings at City Hall would be inconvenient for some members of the PAC.

The Chair then asked for a list of priority goals from board members.

Mrs. Farnum suggested the membership could fill out a list and send them into City Hall.

Mr. Brown responded that the lists could be sent in and that the BRA would then compile them in order of majority preference if the PAC so wished.

Mr. Dorgan said he thought there were some things that the group should go over together and that these could be discussed before adjourning.



Mr. Travaglini asked if the PAC members could go through the list and delete any items now.

Mr. Brown suggested that the PAC should establish its goals first and then work from there.

The Chair said it would entertain the motion.

Mr. Travaglini moved that the PAC go through the list of land uses and delete or add whatever items it wanted to at the present meeting.

Mr. Dorgan seconded the motion.

Ms. Welch agreed with the motion but said that before final decisions were made the members should have time to study the items.

The Chair asked for a vote on the motion. A majority vote permitted consideration of the lists.

The Chair asked how the membership wished to consider each item -- by a verbal vote, or by raised hands.

The Board established raised hands as the voting medium.

Ms. Welch said she thought the Board should do goals first, and then go from there to specific deletions. There was agreement to Ms. Welch's suggestions from Mr. Brown, but the majority elected to review land uses first.

Under the category of retail use, the Board voted yes to a seafood store, yes to a food store, no to a cinema, yes to a restaurant/lounge, no to a gas station and retained the idea of a mall for clarification and further discussion.

The Board voted to include all items on the office category list as one.

The hotel/boatel category was retained for discussion, while every item under the full-service marina category was deemed acceptable with discussion about service and storage of boats postponed until the next meeting.

Transportation including a parking garage, surface parking and a ferry were also acceptable to the group.

Under the industrial use category, there was some opposition to the boat building/repair item, but a sailing school was held in abeyance because the Harbor Master might not allow it.

Institutional use was defined as being a combined immigration and seaport museum and was passed unanimously. Community meeting space and a chapel were retained for consideration. High-tech industry was added to the list for consideration.





The list of goals was then read with each of the thirteen goals listed being passed for retention.

Mr. Brown asked if the group at its next meeting would carefully and clearly define these items and goals and then make a priority listing. He said the BRA would like a determination of which goals and uses the majority of the PAC membership wants, stating that this information would be of great value to the PAC in their future discussion and evaluation of development schemes.

After further discussion about priorities and goals, Mr. Travaglini moved for adjournment. Mr. Manning seconded the motion and, after establishing the next meeting to take place on March 11, 1982, at 4:00 PM in the Pier I Shed, the Board voted unanimously to adjourn at 5:39 PM.



MEMORANDUM

March 5, 1982

TO: East Boston Project Advisory Committee

FROM: Jim Rose, Chairman

SUBJECT: PAC MEETING SCHEDULED FOR MARCH 11, 1982

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The next meeting of the PAC will be held at the Pier One Shed at 4:00 PM on March 11, 1982.

The agenda will include the nomination and election of a new PAC member to replace Mr. Pat Rosa who recently resigned due to personal time constraints.

Also, the agenda will include discussion and clarification of our goals and the placing of those goals in a priority order or grouping. The suggested land uses discussed at our last meeting will also be refined and acted upon as a body. Time permitting, expansion of our land use scheme will take place beginning with listing our assumptions on which the scheme is to be based.

This is a very heavy agenda, so I urge all members to be prompt.



EAST BOSTON PROJECT ADVISORY CORPORATION MEETING, March 11, 1982

PAC MEMBERS

Present

Alice Christopher  
Anna DeFronzo  
Evelyn Farnum  
Lucy Ferullo  
Albert Lombardi, Jr.  
William D. Manning  
Jim Rose  
Joseph Wardell  
Benito Tauro  
Mary Ellen Welch  
Charles Welch  
James Dorgan

Absent

George DiLorenzo  
Emilio M. Favorito  
Joseph M. Mara  
Mario Umana  
Robert Travaglini

OBSERVERS

William Ferullo

BRA

Gary Brown

MASS PORT

Alice Boelter

Chairman Rose called the PAC meeting to order at 4:23 PM. The Chair asked if the PAC wished to accept the minutes from the meetings of February 11 and February 25 and those from the meeting of March 4. The minutes were accepted on a unanimous voice vote. The Chair then turned the meeting over to Mr. Brown.

Mr. Brown mentioned an article about the PAC that had been printed in the East Boston Community News which had discussed the goals of the PAC. He cited the article as being "upbeat" and suggested those who had not seen it might want to read it. Mr. Brown then said that he had been having discussions at City Hall about the manner in which the PAC was establishing land uses and goals for the area and whether the Plan would be able to meet the agreement between MassPort and the BRA.

Mr. Brown said that, internally, the issue was how to move things along more quickly; that although, according to the initial printed schedule, progress was made on time, that the schedule set by the PAC for itself was not met. He asked for the agenda of the current meeting to include a final vote on goals and a better sense of priority about land use. Mr. Brown told the Corporation that the BRA had a good idea of what the members were telling it about an active marina, for example, but that more information was needed regarding other uses. The BRA would like to have time to take these goals and the ideas presented and do an analysis of the data and come back in three weeks with the



possibilities the BRA sees from that data. In order to do that, he said, he would need official acceptance by the PAC of the goals. The next item needing immediate attention was land uses which the PAC should clearly identify by site area and define.

The Chair announced that the meeting was open to discussion concerning the listed goals and priorities. He then read the list of goals presented at the previous meeting. It was, he said, hard to prioritize the goals because all were important and the Chair suggested retaining all of the goals on the list unless the PAC wished to prioritize them.

Mr. Dorgan asked if it was necessary to break the goals down into a priority listing.

Mr. Brown replied that while not necessary, it might be desirable if any one goal was so over-riding in importance, that it should be given top priority, but that the BRA was not asking for that.

Mr. Lombardi suggested leaving the goals listed as they were and then moved the PAC adopt the list as it stood.

Mrs. Christopher seconded the motion which passed unanimously on voice vote.

Mary Ellen Welch asked how the goals were to be presented to the BRA, saying she thought the purpose of the current meeting had been to put the goals into a prose form.

Mr. Brown said that the BRA would incorporate the goals into a report to the PAC that would attempt to do that.

Ms. Boelter asked the PAC to think about the goals and suggested sending copies to Mr. Brown with the priorities listed by individuals.

The Chair said a rating system could be set up with each person sending in something about priorities, but that the biggest problem presently facing the Corporation was the establishment of land use.

Mr. Lombardi said that there are things that will have to be put in to the area now so that the work can continue and asked why the BRA could not take the information it already had from the PAC and come back with some ideas.

Mr. Brown suggested getting the onion skin out and using it to refine the PAC's land use scheme. The maps of the area were affixed to the wall by Mr. Brown and the PAC scheme set up for members to indicate other preferences and choices than those already listed.

Mr. Brown talked about restaurant and shops for the Pier I Shed site indicated by the PAC scheme and asked if that was where PAC wanted those uses.

The PAC affirmed that position.

Mrs. Ferullo asked about the location of a fishing pier.





Ms. Boelter suggested that one could fish on the bulkhead between piers one and three.

Mrs. Ferullo suggested having a double decker pier on the Pier One Shed site with fishing on one side.

Mrs. Christopher asked why the BRA scheme had the hotel so near Marginal Street.

Mr. Brown said that it was just a broad area designated by the PAC for such a use and that it did not mean that the use would take up the whole area.

Mrs. Farnum suggested using the area near Pier One as a Fisherman's Wharf and allow fishing there.

Mr. Brown asked if any area on the site had been identified as office space.

Mrs. Ferullo said that an area within the Pier I site had been so designated, although it did not appear on the scheme.

Mr. Wardell, turning the discussion to fishing, said the Pier I Shed front of the pier was too close to the main channels to be used for fishing and that an area for that purpose should be designated.

Mr. Welch said that was why the PAC had opted for the far end of the site for the active marina so as not to generate conflicting uses.

Mrs. Christopher expressed her opinion that the PAC should not get so specific concerning land use and that the PAC should move on from establishing concern over fishing sites.

Mr. Brown asked if the PAC had resolved the issue of where office space was to be located.

Mrs. Ferullo said that another story could be placed on the Pier Shed for that purpose.

The Chair said that such a possibility existed, but reminded the PAC that it did not have to use the existing building.

Mr. Brown said that the Pier I site could be put to multi-use and explained how this area could be used for restaurants, shops and offices.

The Chair then asked if a motion to express that office space be included with retail space was possible.

Ms. Welch so moved, Mrs. DeFronzo seconded, and the motion passed on an unanimous voice vote.

Mrs. Farnum asked that developers be allowed to decide what to build on the site.



Mr. Brown reiterated the PAC desire to retain the pier for restaurants, shops and office use, and see what the developers come back with on that suggestion.

The Chair asked the group to get down to further business and suggested addressing the museum issue and then go on to discussing the high-tech use.

Mr. Brown asked the PAC where they thought an appropriate location would be for the museum if such a use was to be included.

The Chair, asking to speak as a member, expressed his opinion that the museum should be close to the shops and restaurants.

Mrs. Ferullo suggested that the land where the Third Harbor Tunnel is to be built be tied into the museum.

Mr. Dorgan called attention to the East India Museum in Salem as a good example. A discussion among the members concerning the difficulties of parking at that museum and at Pickering Wharf took place with Ms. Welch also talking about the placement of an historic boat replica being tied into the museum.

Mr. Lombardi said that, technically, there was no good fishing in the area with all the boats passing through and that the area taken up by a boat replica would not interfere with fishermen.

Mr. Wardell said that boating activity in that area would preclude fishing for youth and for the elderly who enjoyed fishing.

Mr. Welch suggested having an area designated for fishing and asked that the PAC not get further bogged down on that issue.

Mr. Wardell said he wanted it stated at this meeting that a fishing site would be a part of any development plan.

Mr. Dorgan said people wouldn't want others fishing around the retail shops and restaurants. Discussion concerning this issue ensued.

Ms. Welch moved that a specific area be designated for a public fishing area somewhere on the site.

Mrs. Ferullo seconded the motion.

Mrs. Farnum asked if the fishing site would be incorporated into a park use.

Ms. Welch said it could be -- that the pier one area could be used, or someplace near the middle of the site -- that she was not concerned in the exact placement at the moment, only to make certain that such a place were included in land use.

Mr. Dorgan reminded the PAC that a perfectly good fishing pier was only 300 yards from the site itself that could be used. He stated



his opinion that the MassPort site was not a good fishing area except once a year when the blues came in.

Mr. Wardell differed with Mr. Dorgan on this saying that there were lots of excellent fish in the area.

The Chair then moved the question and the motion to designate some area for fishing passed with one negative vote.

Mrs. Christopher said that East Boston's greatest problem is unemployment and that the only job opportunities being created so far were low and minimum wage jobs. She moved that an amount of land be designated for high-tech industry.

Mr. Manning seconded the motion.

Ms. Welch said that all of the activities so far planned created job opportunities.

Mrs. Christopher said all were minimum wage opportunities such as salesclerks, hotel maids, and others. She noted that even the job of museum curator would have to be given to a specialized person who would probably not be an East Boston resident. Mrs. Christopher asked why the PAC would not give young people a chance for good job opportunities by including factories like Wang and Digital on the site.

Mrs. Ferullo suggested that another East Boston site would be better for Wang and that the waterfront area would be better for the uses so far designed by the PAC.

Ms. Welch said while she supported Mrs. Christopher's concern about jobs, she felt that there were better sites within East Boston for high-tech industry. The waterfront area, she said, has beauty and an aesthetic value which would be enhanced by activities other than a Wang factory. This other land, she noted, could be developed for factories, and she felt the high value land under consideration should be used for something more conducive to its aesthetic and waterfront value than a factory.

Mr. Dorgan expressed his agreement with Mrs. Christopher, but agreed with Ms. Welch by saying that there were better places for factory development than right on the Harbor.

Mrs. Christopher withdrew her motion agreeing that there were other locations that might be more appropriate for such a use and saying that her only concern was that the waterfront area not be used for fishing and for parks only.

The Chair asked if there should be a motion for reconsideration on the use of land for high-tech industry.

Mrs. Ferullo moved that high-tech industry be stricken from the land use list.



Ms. Welch seconded the motion saying that some of the office/retail space could be considered high-technology industry and that she didn't want to eliminate that concept from the list, only the construction of a big building devoted to that use.

The Chair said that large type plant industries were not wanted and that the high-tech category should be refined to include office type operations only. The PAC agreed.

Mrs. Farnum asked if the PAC had considered housing.

Mr. Brown said that according to the PAC list of acceptable land uses, housing was to be considered for the site.

Mr. Rose asked what kind of leases and what kind of mortgages people could get on leased land and what bank would be willing to give mortgages where the land was only leased for a specific amount of time. A lengthy discussion concerning mortgages and leased land issues then occurred.

Mrs. Ferullo suggested eliminating housing from the list.

Ms. Boelter said that currently MassPort can only give out 25-year leases and had not ascertained how these leases could be extended beyond a forty-year period.

Mr. Rose suggested that, legally and economically, housing for the site was infeasible.

Mr. Dorgan said that BRA should tell PAC if that is so.

Mr. Brown said the BRA did not know if housing were possible at this time, but he expressed his opinion that the PAC should establish if it wanted housing. He said that the only way he knew how to address the problem was for the PAC to say it would accept housing and get a determination if it could be done. He said several people, including many architects, had stated that the site is a "dynamite site" for such construction and suggested the PAC consider not designating a particular area for housing, but to include it on the list.

This issue was discussed with Ms. Boelter stating that developers, because of present market conditions, would not be interested in building housing at present.

Mrs. DeFronzo asked where the boat storage and repair area would be located.

Mr. Brown suggested those areas be included by the active marina.

Mrs. Farnum said she was still interested in a Fisherman's Wharf which could be a casual and fun place to go, one that would give a true feeling of the water to visitors who would come from far inland to the site. She said she would like to see it incorporated on the pier





next to Pier One.

Ms. Welch joined with Mrs. Farnum on the issue saying she thought it would be good for the area to have a Fisherman's Wharf and her thought was that the lobstermen could also use it as a base for its activities.

Mr. Brown asked if an area between Piers One and Four should be designated.

Ms. Welch moved that a Fisherman's Wharf be incorporated on the site.

The Chair stated the motion by Ms. Welch for an area between Piers One and Four to be used for a Fisherman's Wharf and asked if there were a second to the motion. Mr. Tauro seconded the motion which passed unanimously on a voice vote.

Ms. Welch then asked if the BRA could supply pictures of the San Francisco Fisherman's Wharf for PAC use. A discussion among the PAC Board took place in which disagreement was indicated on the placement and activities making up the San Francisco Wharf.

Mr. Brown said the PAC had addressed the stores, the marina, a fishing site and now needed to discuss active and passive park land. He designated one such passive use, the linkage between the area and Lewis Mall as identified by the PAC at the February 25 meeting.

He suggested that recreational aspects of any park land had not been discussed.

Ms. Welch said that there could be open park land near the wharf that could become a picnic area.

Mr. Brown said there could be passive space which included fishing space, and that the PAC needed to have more of a sense of scale and anticipated park activity.

Mr. Dorgan asked why the PAC didn't just leave the scheme the way it presently was until further drawings could be made with the new information gathered at the current meeting.

Ms. Welch said she assumed that all the area would be open to the public.

Mrs. Ferullo asked if the PAC could move the retail and shop area over and add indoor recreation.

A discussion about the community center and chapel took place with members disagreeing about what had been deleted from the list the previous week.

The Chair said it did not want to put an active recreational area near the restaurants.

Mr. Brown asked if the PAC were to keep active recreation on its list



that it would have to tell the BRA where it wanted it situated and agree on what types of active uses it was thinking of.

Regarding a recreational facility, Mr. Lombardi asked who would build it, who was going to maintain it, and said the PAC would have to be reasonable because it would be asking too much of contractors to provide too much park land for active recreational use.

Mrs. Christopher said the Fisherman's Wharf would be an active recreation, while board members informed her that by active the term meant football, etc.

Mr. Brown asked if the PAC was asking to include football, tennis courts, baseball and basketball in its scheme.

Ms. Welch moved that the open space be passive.

Mrs. Ferullo seconded the motion which was passed on unanimous voice vote.

Mr. Brown suggested that the parking issues be left to BRA discretion for the moment.

Mr. Dorgan said he thought the PAC should wait until it knew what was going on the site before pressing that issue.

Mr. Brown said as long as the PAC was aware that parking would have to be provided the BRA would play with the figures and land uses designated and come up with a plan.

Mr. Lombardi asked if the BRA could give the PAC an idea of traffic patterns.

Mr. Brown said it could provide some data about traffic, parking, etc.

A discussion was held on the parking issue with Mr. Dorgan expressing his concern that too much parking might be a problem on the site. Ms. Welch suggested the PAC tell the BRA it wanted to provide only minimum parking in the area.

Mr. Brown said he would like to take the information received at the current meeting and come back in three weeks to give the schemes the BRA could develop from that information to the PAC. He also told the Board that the model was complete and that one person from the PAC had come by to view it. He suggested anyone else who wished to see the model come in on Friday, March 12, as the buildings are to be glued into place on Monday. The model will be available for the next PAC meeting.

Mrs. DeFronzo asked if everything were not completed by the PAC by July if the land would be taken away.

Mr. Brown expressed his concern that it was still too early to tell that.

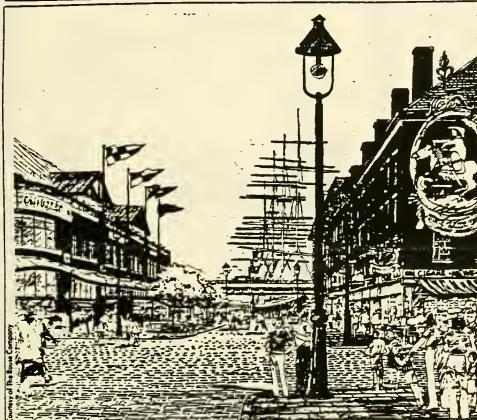


The Chair asked if the first Thursday in April would be suitable for the PAC's next meeting. Mrs. Ferullo told the members that the date was April 1. On voice vote, it was established that the next meeting of the PAC would take place in the Pier I Shed on Thursday, April 1, at 4:00 PM.

Mr. Tauro moved the meeting be adjourned. Mr. Wardell seconded the motion and formal adjournment occurred at 6:15 PM.



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# A MALL COVERS THE WATERFRONT

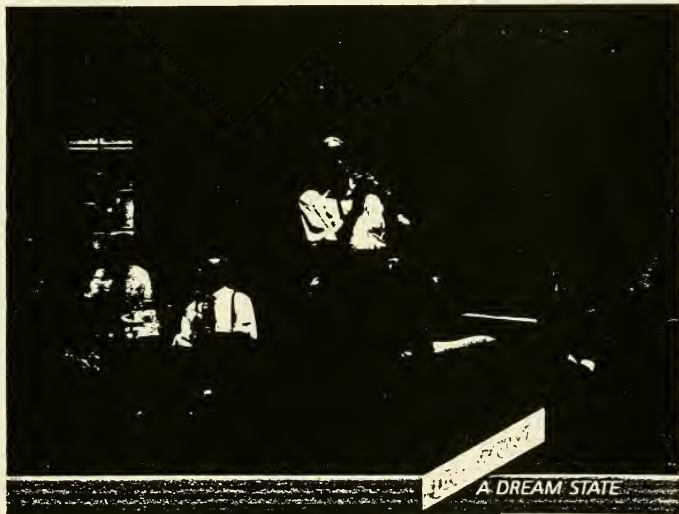
By William Severini  
Kowinski

They became what they be-  
lieved. After seeing suburbia's  
instant subdivisions duplicate  
their organizational patterns  
in the planned shopping cen-  
ter, cities at first assumed a  
superior stance, rejecting the  
pallid uniformity of the mall.  
Malls were ugly, tacky and, in  
a word, suburban. Then, as the  
mall unexpectedly diverted  
and absorbed the retail and en-  
tertainment dollars that had

once flowed downtown, the  
cities fought to save their  
dying centers with slum clear-  
ance and high-rises. But noth-  
ing the central cities did to  
recapture their cosmopolitan  
essence seemed to work —  
until some began turning to  
that very monster of the high-  
way to transform blight and  
emptiness into life and gold.  
And now, in city after city,  
from Boston to Baltimore, Chi-  
cago and Omaha to Miami and  
San Antonio, and in New York  
City itself, the suburban mall  
is coming to town.

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working on a book about shop-  
ping malls.

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controversy and planning, construction of the Seaport Development in the South Street Seaport Historic District is getting under way. Three blocks of historic buildings are being restored for shops, restaurants and markets, as well as for the South Street Seaport Museum. A new office and retail structure nearby is part of the project, and two piers on the East River will be rebuilt as one, providing a pavilion for Manhattan's first restaurant actually on the water, just south of the Brooklyn Bridge.

The entire undertaking, at a cost estimated at from \$250 million to \$370 million, involves Federal and state support, the active participation and backing of the City of New York and, particularly, of the South Street Seaport Museum and a private developer. That developer, moreover, is the Rouse Company, which is responsible for the Faneuil Hall Marketplace in Boston and Harborplace in Baltimore, the two most conspicuously successful urban-revival projects in eastern America, which have set the mouths of mayors watering from coast to coast.

Not everyone has been happy with the prospect of a large commercial development at Seaport, the last surviving arm of 18th- and 19th-century buildings in New York. Ada Louise Huxtable, for one, in her columns on architecture in *The New York Times*, has been critical of it from the beginning. "The city is about to sacrifice the last of the genuine character of a fragile historical survival," she wrote, "to economic development masquerading as a way to save the past."

Other fears and doubts have been expressed throughout the genesis of the Seaport Development. Some observers warn of the dangers of failure (the uncertain economy, plus doubt that New Yorkers will react like Bostonians and citizens of other cities to a lot of little shops on the water) and others fear the perils of success (traffic, noise, chaos and high prices in one of the last areas of the city to escape them). But perhaps the most intriguing questions involve what malls are doing in the city in the first place.

The Seaport Development certainly won't look like most suburban malls. It won't have big department stores, as most (but not all) suburban malls do. It will not even look like those malls in cities that present faceless walls to the street, like New York's Citicorp Center. The marketplace at Seaport will be more open to the life of the city street, which is an important difference. Still, it will be a group of retail and related businesses in facilities that are planned, developed, managed and operated as a unit, which is the essential definition of a shopping center. In many of its economic and cultural aspects, the marketplace is best seen as a kind of category of urban mall.

Major mall developers — Ernest W. Hahn Inc. of California, the Toronto-based Cadillac Fairview, Melvin Simon of Indianapolis and the Taubman Company of Michigan — with fewer opportunities for new malls in the suburbs, where growth has slowed, if not stopped, are now seeing possibilities in

the new city. They are putting together downtown projects that frequently involve not only retail stores but office buildings, hotels and residences. The malls range from the modest to the spectacular, such as the recently opened Georgetown Park in Washington and Water Tower Place in Chicago — 74 stories of stores, condominiums, offices, movie houses, a legitimate theater and a Ritz-Carlton Hotel.

Just as the malls did in the new postwar suburbs, the urban mall fills unmet needs in the new city. The revival that New York and many other cities are experiencing is not simply a matter of new life injected into the same kind of city that existed before the postwar suburban boom. The quality of the differences is only now emerging, and the developers of new urban projects are both taking advantage of the changes and influencing the patterns they assume by becoming a crucial part of them.

There is a vision of this new city — its new economic base and its new citizens — that is shared by developers and city governments. Attempts have been made to describe its characteristics: the information economy, the new service sector, the urban playground, the gamification. Whatever it is called, it involves a reaction against the sterility and impersonality of previous urban development.

But the urban revival and the mall's place in it are raising expectations that might be unrealistic. Although these new projects seem to provide startling impetus for economic recovery, many of their host cities remain in serious trouble. If the deterioration of public services and the spread of crime and poverty in New York and other cities continue at the current alarming rate, city governments may be pressed to explain their financial support for such "trickle down" development and the more frivolous sorts of consumer spending.


Many of the urban-marketplace projects are part of a pattern of rehabilitation and historical renovation. They have been viewed as the first civilized, exciting, human-scale spaces to be created downtown in a generation, but they are still new, and there is still the possibility that they may be yet one more instance of grand delusions in the big city.

It is their nature as shopping malls that has in large measure made them successful in the changed urban environment of today, but it also is their nature as malls that is one of the vital questions. They are suburban forms, attempting to adapt themselves to urban needs, dreams and realities. They are like artificial hearts, and no one yet knows whether the city will accept or reject them.

□

It has been slow going for the past couple of years at the Seaport. After the initial excitement and controversy over the announced development, the major parties directly concerned — the Seaport Museum, the Rouse Company, the city and the state — undertook the laborious process of defining the plan in





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detail, meeting a host of requirements and coming up with solutions agreeable to all, as each party carefully protected its own interests. Although most urban projects require extensive — and in some ways, unprecedented — cooperation among levels of government and private developers, the Seaport project is unique in its complexity.

The first controversy involved whether a large-scale development should even be tried. The South Street Seaport Museum was chartered in 1967 by New York State as a non-profit educational corporation with the responsibility of preserving a seven-block area (now grown to 11) of 18-and 19th-century buildings, as well as the ships and other artifacts of Seaport's three centuries of glory, which lasted into the early 1900's. Ship restoration remains the museum's most visible and popular enterprise. But by 1977, about all the museum had the resources to do for the rest of the district was keep the buildings from falling down, and it didn't always succeed at that.

Some at the museum felt that time was running out, that the area was deteriorating so quickly that a massive influx of funds was needed immediately. Faneuil Hall Marketplace had just proved a great success in Boston, so James Rouse, the founder and then chairman of the Rouse Company, was invited by the museum directors to look at Seaport. The Faneuil Hall project had involved the renovation of 150-year-old markets on Boston's waterfront which, while not architecturally significant, were pleasing and had historical importance. Rouse thought something similar was possible at the Seaport. So did Mayor Koch when he took office. His backing has been instrumental and enthusiastic.

Peter Stanford, the museum's president from 1967 to 1974, thought, along with others, that preservation by a number of small developers was never given a fair try. "The people who came to be in charge of South Street were not interested in purpose; they were interested in construction," he said. "We had individual people interested over the years but they were turned off by the idea that gained precedence that there would be some kind of overall development — a superlaid superblock."

John B. Hightower became Seaport's president in 1977. It was then that his leadership as director of the Museum of Modern Art that that institution

made the decision to use the museum's air rights to build a commercial high-rise, and Hightower was one of those who believed that a single large developer was the only practical possibility at Seaport. "With major development, we at the museum can achieve in five years what might have taken 25," Hightower said. "We also believe that it is easier to control a single major developer than a number of smaller entrepreneurs."

What the Seaport Museum faced, even before the Reagan Administration, was the inadequacy and uncertainty of government funding and private philanthropy. Seaport chose an avenue that would allow it to mesh its own non-profit activities with profit-making ones, an enterprise that would, in fact, deliver an audience. This, according to its advocates, is simply facing facts. (One museum spokesman referred to those who don't see it that way as "the Quixote people.") "The fact is that shopping is the chief cultural activity in the United States," Hightower said.

But for the last three years, the museum has worked with the adage in mind that those who try to ride on the back of the tiger may find themselves inside. "We've devoted what has to be said in all candor to be an inordinate amount of our very limited resources to putting this project together," Christopher J. Lowery, the museum's executive vice president, said. "But, that work being done, we are now concentrating on implementation. It is our job from now on to see that the tools negotiated in the agreements are used, and they are extensive tools. We are essentially the party in control." The Rouse Company will design and develop the project, as well as lease the retail space, but the museum, in an unprecedented agreement, has veto power over both the esthetic treatment of the marketplace and the quality of the merchandise.

The debate over the direction of the site's development was not the only negotiation going on. Beginning with an environmental-impact statement, the project had to pass the scrutiny of agencies at all levels of government. There were meetings with local artists who had promoted the project, fearing higher rents and taxes. There were City Council task-force meetings about the ways the Fulton Fish Market could be accommodated. There were long meetings with the Landmarks Preservation Commission about the



All concerned are expecting enormous profits. The City of New York anticipates about \$10 million in taxes, and New York State is counting on \$8.5 million on the Rouse Company's \$150 million in annual sales. The Seaport Museum will begin getting 10 percent of the project's gross rents immediately, and eventually it will share equally in the net income of the marketplace. Between now and the scheduled completion in 1984, the project will create more than 1,700 construction jobs and then some 4,000 permanent jobs at the museum. The museum believes this participation will insure that this will be the most innovative historic project anywhere, and in some 16 months

Instead, Rouse turned to the urban mall and marketplace — with stunning results. His success with Faneuil Hall Marketplace in Boston drew worldwide attention and imitation, giving inspiration to every town with an unused train station, factory or waterfront.

What seemed to startle observers most about Faneuil Hall Marketplace was the blending of old buildings with a new vision of city life. That accomplishment was the responsibility of the project's architect, Benjamin Thompson, former chairman of the architecture department of the Graduate School of Design at Harvard, and the man who

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first proposed that the Marketplace buildings be renovated rather than torn down. He is also the designer for Seaport.

Thompson's designs emphasize a missing urban element: magic. Suburban flight, crime, impersonality of modern architecture and the destruction of neighborhoods and organic city ecologies in the postwar period have taken their toll — cities have become forbidding. But for centuries, excitement and pleasure to be found only in the cities were among their major attractions. The problem of keeping them down on the farm was not a result of the economic allure of Paris; the enduring symbol of the city isn't the loom or the cow, it is light.

Thompson has been most inspired by the cities of Europe, where, he says, "societies have moved less quickly to destroy the values that have made them civilized after centuries of human effort." He noted the street markets of Lausanne, the Tivoli Gardens of Copenhagen, the river walks of Paris, and "Venice, for the layers of intriguing movement, a day-and-night pageant of color and action."

Thompson's design objectives are to allow sensory contact with the cycles of nature, the seasons, days and nights, and especially the magic of proximity to the water. Such concerns are common in other urban spaces that are designed so that people can mingle pleasurably together.

This constitutes the magic of the new city, the breath of life. New city dwellers work in the new urban industries — primarily white collar, or the service sector or high technology. They live in condominium high-rises or rehabilitated town houses. They want a city of excitement and civility, and those of them who are the alienated children of suburbia remember the security and convenience of the suburban shopping center. So the developers expect that they will go to the marketplace restaurants for lunch, shop in its shops on afternoons and weekends, and drink in its bars at night. The marketplace is also designed to attract suburbanites to the revived downtown, and to function in concert with the city's cultural attractions — its aquariums and museums, as well as its convention centers, hotels and other elements of its tourist industry.

□

There are problems unique to malls and even special to urban malls that complicate the picture of the downtown

marketplace, however.

The urban marketplace is run essentially like any suburban mall. The individual businesses are tenants with lease agreements and the developer is the landlord. In exchange for being in the mall, the tenant must give up some control over his business. The mall makes its money (and pays for maintenance, security and other services) by collecting a base rent and a percentage of the sales of each business. The higher the sales, the more the mall gets, so there is a double incentive for a business to do well, because the developer is more likely to renew the leases of the most profitable businesses. This is especially true in the urban marketplace.

Creating and keeping the right mix of tenants is a crucial art for malls, and in its five years of operation, Faneuil Hall has some object lessons for Seaport. With the tendency of successful businesses to expand and franchise and crowd out less successful tenants, keeping diversity and a special Boston flavor has been a struggle. There was a shift toward what one Marketplace waitress dubbed "tackola" for the tourist trade last year, at the same time as patronage by Boston's upper-middle class seemed to drop. Recently, however, greater sales in such nontourist items as furniture and high-price men's suits have prompted belief that Bostonians are coming back to the Marketplace.

Catering to tourism is a particular temptation and danger for the urban mall. If overdone, it can produce a slide into schlocky merchandise. It is also notoriously seasonal. Depending on travelers or even on so much nonessential consumption is risky in less than robust economy. Many cities, including New York and San Francisco, experienced unusual drops in tourism last year.

Michael Ewing is aware of the leasing balance that the Rouse Company must maintain at the Seaport. "We want to have merchandise that's exciting to both tourists and New Yorkers. You don't have to sell tourist junk. It's the easy way out, but you turn off the local market."

Planning and central management are major elements in a mall's character and success, but some believe they can be among its larger flaws. In her reply to James Rouse at the conference in Boston, Jane Jacobs, the author of "The Death and Life of Great American Cities," who in general approves of the Faneuil





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Hall Marketplace, had these warnings: "Big plans can make big mistakes. Even this market, if it becomes the recognized, dogmatic answer to what you do to give people a good time in cities, what you do with old buildings that need recycling... it will turn out to be a smokescreen, a ruse. And we'll be sorry if we don't have alternatives."

"I think that all big plans are inevitably big mistakes," she said. "That's the way life is. Life is an ad hoc affair."

Then there are the problems of the new city itself, and the question of whether such urban-revival schemes as the Marketplace help solve them, or simply divert resources and attention from them.

For the moment, many cities are schizophrenic. "It is a two-city phenomenon," said George Sternlieb, director of the Center for Urban Policy Research at Rutgers University. "The city of Manhattan, of Society Hill, of upper Michigan Avenue — and the rest of the place. The rest of the place is dying." Deterioration is occurring over a wider urban area, some experts fear, than the area that is improving. Richard P. Natanson, director of the Urban and Regional Research Center at Princeton University, found that as of the late 1970's the overall health of cities that were experiencing downtown revival was no better than the health of cities that were not.

The new vitality in the cities — the fixed-up neighborhoods, genteel bars and abundant boutiques, warm bistros and clean cafes, and the urban marketplace itself — is the bright side of gentrification. The new city requires higher incomes and its jobs require higher education, and so the poor are displaced and minorities are discouraged, leading to an even more divided city. "Historically, New York has had an exploited underclass," Sternlieb said. "Now it has a redundant underclass. There's no role for them."

Revital projects do generate new jobs, and one of the better opportunities for upward mobility for minorities is entrepreneurial retailing (the Rouse Company has won praise for its support of minority businesses at Harborplace). But without addressing the total city's crisis directly, including the endemic problems of the underclass and the dangerous state of many city services, the urban revival amounts to little more than capitalism with a human face. Moreover, the effectiveness of such revival schemes as tax abatements to encour-

## Recycling has its peculiar ironies. A magnificent theater turned into a theatrical theme bar is in some sense pitiful. Yet it has preserved a monumental old building.

age construction is being increasingly questioned, especially as recession follows Federal budget cuts and shrinking state revenues, and the city needs all the tax money it can get merely to keep its infrastructure from collapsing. Although new downtown projects, including the urban mall, generally return money to the city coffers, they could find themselves becoming part of a downtown, middle-class, new-city enclave, more and more enclosed against the rest of a deteriorating city.

It is not simply that Faneuil Hall cannot save Boston's schools, or that Harborplace cannot end crime in Baltimore, or that Seaport will not solve the mass-transit turmoil in New York. The danger is that the new city image itself may be too purely an image — artificial, bright, distracting and fragile.



History is something that cities have and that suburbs don't have. It is a powerful source of pride and identity. History and the cultural and educational institutions that stayed when other enterprises fled are among the city's most potent selling points, both to outsiders and to its own citizens.

"We have to tell people that they have real roots here," Christopher Lowery said about the Seaport Museum's responsibility in the development project. "We have to show them that this place is significant, not just because they are experiencing it now, but because their very existence is tied to this place. They are what they are partly because of what went on here. That's a terribly compelling story to tell. We need to do it in ways that are as sophisticated in their own technique as Rouse is sophisticated in its marketing technique."

The rediscovery of history and the combining of it with contemporary marketing is a national — even an international — phenomenon. The Seaport Development stands somewhere between the recycling of old buildings along a

small-town street and the projects under way to restore some of the ancient city of Jerusalem and combine it with new development for a modern city.

These recycling projects have their peculiar ironies. Turning a magnificent old theater into a theatrical theme bar (as was done in Lincoln, Neb.) is in some sense a pitifully tenuous and perhaps profoundly illusive connection with the past. Yet it has preserved that monumental old building.

Ada Louise Huxtable describes feelings of loss at the prospect of some kinds of preservation. Writing about the Seaport Development, she said, "What will surely be lost is the spirit and identity of the area as it existed over centuries — something that may only be important to those who have loved the small shabby streets and buildings receding of time and fish, or shared the cold sunlight of a quiet winter Sunday morning on the waterfront with the Fulton Market cats, when the 19th century still seemed very much alive. ... It is a little hard for some of us to accept the reality that what is at the end of the preservation rainbow is the shopping center."

Finally, perhaps, it is the irony of constructing a Seaport that will be part mall and part museum, both by their nature artificial. The waterfront was the first heart of the city because that was where the vital things that happened had to happen: Ships unloaded and loaded there. Many old city markets were located near the docks where the goods came in — it was a place for the farmers to come with their wagons, and for buyers and sellers to congregate. These early markets were among America's first democratic institutions.

But the waterfront malls, for all their esthetic blending with the environment and its history, could function just as well anywhere else a truck could go — in the suburbs, for instance, with Wall Street nearby and offices moving downtown to take advantage of cheaper rents, spinach-salad restaura-





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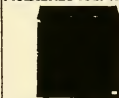
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rents are already closing in on Seaport. And unlike the old markets, the new marketplace is at best only infrequently and indirectly related to the democratic political process.

Although the Seaport buildings are authentic, when they are no longer used in their original way or context, they become information. At best, they will be good information. The Georgetown Park mall in Washington incorporates authentic pieces of old Georgetown. A few miles away, the White Flint suburban mall has a special theme section that replicates Georgetown. The two can be compared only on the quality of their information, not on the basis of which is real.

Like the new city, the new marketplace is high on image, from shops devoted to nothing but objects shaped like bears, to the elaborate packaging of something as simple as a cookie. The mall's nature as a packaged environment for selling products by selling itself is appropriate to a city that dreams up, advertises, sells, manages and keeps track of things, while making less and less.

None of this is to suggest that the urban marketplace is a bad idea—it does not have to solve every problem or include everything to find its place in the city. It is certainly not to prejudice the Seaport Development. It is meant to suggest a context in which there is more than one emotion. The experience of being in the urban marketplace, like the experience of a suburban mall, is a human one; they are, in more ways than many man-made environments, human places. There is a great interaction of people and place, and the character of the place is finally defined by the interaction.

The purpose of these and other orchestrated, enclosed, mixed-use projects (the Convention Center in New York, for instance, and the 42d Street project) is to enable the city to recover from injuries inflicted and self-inflicted in the post-war period. Whether the city as a whole will become healthy is still in doubt, and everyone knows it.

The waterfront mall is only one of the artificial entities becoming part of downtown revival. They are packages of carefully designed city identity, much as the suburban malls are controlled environments creating their own internal worlds. The dwellers of the new city are not so far from the suburbs after all. They go down to the sea in malls. ■

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GOALS AND LAND USES TO BE CONSIDERED, CLARIFIED AND PLACED IN PRIORITY  
AT THE MARCH 11, 1982, PAC MEETING

---

GOALS

Priority

- Create additional open space and recreational facilities
- Create market rate housing opportunities
- Create job opportunities for East Boston residents
- Generate taxes
- Expand waterfront pedestrian access
- Provide water dependent activities
- Expand public transportation options
- Expand cultural and historical aspects of East Boston
- Create additional educational opportunities
- Integrate overall harbor activities
- Improve physical appearance of East Boston
- Provide a variety of retail facilities
- Improve vehicular access to the site, while minimizing traffic impact on existing community

LAND USES

Priority

- Market rate housing
- Retail mall
- Seafood Store
- Food Store
- Restaurant/Lounge
- Office
- Hotel/Boatel
- Channel-ery

-2-

LAND USES cont.

- Yacht Brokerage
- Public Dock
- Laundromat
- Bath House
- Gasoline Supplies
- Barge Pumpout
- Boat Repair, Service and Storage
- Parking Garage
- Surface Parking
- Ferry
- Boat Building/Repair
- Sail Making
- Wind Power Facility (alternative power generation, research and technology)
- High Tech
- Fisherman Wharf
- Active Park
- Passive Park
- Esplanade/Walk to Sea
- Sailing School
- Indoor Recreation
- Museum
- Community Meeting Space
- Chapel



MEMORANDUM

TO: EAST BOSTON PROJECT ADVISORY COMMITTEE

FROM: Jim Rose, Chairman

SUBJECT: APRIL 22, 1982, PAC MEETING

Attached are the minutes from the March 25 PAC meeting.

The next meeting is scheduled for Thursday, April 22, 1982, at 4:00, at the Pier One Shed.

Attachment





EAST BOSTON PROJECT ADVISORY CORPORATION MEETING OF March 25, 1982

PAC MEMBERS

Present

Anna DeFronzo  
Evelyn Farnum  
Emilio M. Favorito  
Lucy Ferullo  
Joseph M. Mara  
Mario Umana  
Charles Welch  
Mary Ellen Welch

Absent

Alice Christopher  
George DiLorenzo  
James Dorgan  
Albert Lombardi, Jr.  
William D. Manning  
Jimmie Rose  
Robert Travaglini  
Benito Tauro  
Joseph Wardell

BRA

William Barbato  
Gary Brown  
Rick Shaklik  
Charles Studen

MASS PORT

Alice Boelter

GUESTS

William Ferullo  
Philip Horowitz  
David Kelsen

Mr. Brown opened the meeting of the PAC in the Pier One Shed at 4:30 PM. The first discussions centered on the PAC scheme that had been devised from a previous meeting. The BRA staff had taken those ideas, Mr. Brown stated, and had made up five other plans for the area from them. These plans were committed to paper and, labeled I through V, were attached to the wall of the meeting room for examination. Mr. Brown used Shceme II to indicate the manner in which the BRA had incorporated the location of various retail stores, office space, the marina and museum --all of which the PAC had told the BRA it wanted to be included on the site.

Mr. Brown then said that the BRA designers had analyzed all five schemes and had devised finer renderings for the site which included three drawings immediately adjacent to schemes numbered I through V, and subsequently designated for record keeping purposes only and not to indicate any rank ordering, as A, B, and C. These latter drawings were highly detailed and addressed the needs for the area, including parking, which, according to Mr. Brown, would require a great deal of space to accommodate people using the area as the PAC would like.

Ms. Welch asked how high the buildings on the site would be.

Mr. Shaklik answered one or two stories high.

Mr. Brown pointed to the refined renderings and indicated an area of shoreline that had been carved away in schemes B & C which would bring the water area closer to the abutting neighborhood.



Ms. Welch noted that pier four was eliminated in two of these renderings.

Mr. Brown said this had been done to show how the area might be more interestingly developed for the uses devised by the PAC. He also said that the Third Harbor Tunnel area was, in these renderings, to be green space.

Mrs. Ferullo asked if the historical boat, which the PAC has said it would like to have moored in the area, would now have to be relocated to the other side of pier one because of the plans that were now being presented.

Mr. Brown said that in the C scheme, the boatel ends up as a high density site at a different location and that, in answer to Mrs. Ferullo's question, the historical boat would have to be relocated to the other side of the pier.

Mrs. DeFronzo asked where the ferry slips were going to be.

Mr. Brown showed an area on the map to the members, and noted that the new slip was very close to the old one.

Mr. Favorito asked what the height of the housing structure in the middle of the site would be.

Mrs. Ferullo asked where the green space would be in the housing area.

Mr. Brown pointed out to the areas on the schemes indicated in green as being green space.

Mr. Studen pointed out an area of green space between the retail areas and the parking areas which he said he thought could be glassed over to provide an interesting, accessible walkway to the stores, which would have greenery in it to provide space year round.

Ms. Welch asked if the edges of the piers themselves would be accessible to the public.

Mr. Brown answered that they would be because the entire perimeter of the site was now being proposed as green space.

Mrs. Ferullo asked if the PAC had not used the existing pier one shed in their planning and why the BRA had disposed of it in two of the renderings.

Mr. Brown indicated that Scheme A retained that idea, but that the designers had wanted to show the PAC that it was not tied to retaining that structure -- that it could be removed and something else built in its place.



There was some discussion concerning the three renderings which included (C) retail shops/offices/housing on the site, (B) museum, stores, and housing, and (A) museum, a boat showroom, a sail shop, and nearly all marine use of the site.

At Mr. Brown's suggestion, the PAC members and Mr. Shaklik and Mr. Studen then approached the renderings for further discussion among themselves and to offer suggestions for further refining of the PAC's required needs and wishes for the site.

Mr. Favorito asked what the basic configuration of the area would be and wanted to know the group member's preferences concerning the area. The informal discussion which took place around the renderings and the large wooden scale model of the site lasted for nearly an hour. At this point, Mr. Brown asked the members to resume their seats and asked for directions from the PAC of what it would want to see at its next meeting. He asked for ideas and for modifications to all three plans. He then asked the members to consider which of the three fine renderings the group like the best. Mr. Brown expressed his opinion that (A) was bland and lacked the excitement for the area that the PAC had desired in their previous talks about the site, and that Plan C was very exciting, but also very expensive.

Ms. Welch said she liked Plan B best, because Plan C was too expensive to even think about.

Mr. Brown, in answer to a question about the hotel, indicated that the hotel on Plan C was a 600-room, 9-story building. He cited costs for implementing Plan B as being estimated at \$70 million, with an annual tax generation of \$2 million and instigating the creation of about 1200 jobs. Plan C, he said would cost an estimated \$256 million in development costs, would allow an annual tax revenue of \$8 million, and create 9,000 jobs for the area.

Mr. Brown said the PAC could play with a combination of plans B and C and come back to the BRA with their ideas.

Mrs. Ferullo questioned whether fishing areas could be added at the end of the proposed development closest to Maverick Square so that people from her neighborhood would not have to walk too far to fish. Mr. Brown said that it was possible, but suggested that if restaurants and pedestrian walkways were placed in that area, it would probably not be in the best interest of the area if fishers were baiting hooks and swinging poles there.

Mr. Brown then talked about the large wooden scale model and showed the manner in which the blocks of wood could be moved to project future land use in the MassPort site. A discussion among the PAC members then took place with Mr. Brown stating that the area nearer



the Third Harbor Tunnel seemed to be the best place for putting the taller buildings so that residential views of the sea would not be blocked. He asked if anyone had considered how they would like the Rockies to be developed.

Ms. Welch said that her feeling was that the Rockies should be a terraced park area.

Mr. Brown suggested that some kind of document about the area and the PAC work should be developed for the PAC to distribute at meetings and to the media.

Ms. Welch asked why East Boston had no posters made up by the BRA similar to those advertising Dorchester and South Boston and the Beacon Hill areas.

Mr. Brown said that one had been in the process of being fabricated, but that with new fiscal constraints, it had never been printed for mass distribution.

Ms. Welch said that there should be a poster and that one would be a nice way to advertise the project.

Mr. Brown said he could check to see what could be done in this area. Mr. Studen suggested that photographs of the wood model could be taken, to be used for the poster.

Mr. Brown then asked the PAC when and if it wanted to hold a public meeting for the residents of East Boston to be brought up-to-date on the corporation's plans.

Ms. Welch answered that a Jeffries Point meeting should be held very soon. She said that people in the area would have to talk about the traffic and its impacts on that area. She said, too, that people in the area are very concerned about the traffic problem and suggested that the presentation to that group would have to be flexible in nature, with more than one idea presented for them to look at.

Mr. Brown said that the BRA could begin working up some documents to be handed out at the meeting.

Ms. Welch asked if something could be incorporated into the handout about the area itself, and then slides be made so that they could be screened for people at meetings.

Mrs. Ferullo said she would like to see something about jobs being generated in the area by the proposed development included in any documents.

Mr. Brown said the BRA could do a rough draft of what the PAC was proposing and give it to the PAC members for refining.

Mrs. Ferullo said such a handout should include goals, issues and





priorities established by the PAC.

Mr. Brown answered that while he thought a meeting was a necessity and an important one to hold, that the PAC should avoid going too public with so many different ideas because then the corporation might find itself pushed back to square one in order to incorporate other community ideas. He suggested that the best thing to do would be for the PAC to have a defensible plan to present at the meeting and to tell the audience that it was time for a community update on what the PAC was doing.

Mrs. Farnum asked how soon plans could be had that would reflect the sense of the ideas presented at the current meeting.

Mr. Studen said it would take a couple of weeks.

Mrs. Ferullo directed a question to Ms. Boelter, asking if the PAC went ahead in its plans if there was something that MassPort would agree to more than another plan.

Ms. Boelter answered that a lot would depend on the cost of the proposed project. She said that the schemes in which the shoreline was changed would cost a great deal and stated her belief that the concept of the PAC's development plans would now certainly be considered by MassPort because there was now something worth "chewing on".

Mrs. Ferullo then asked when the PAC should plan its next meeting.

Mr. Brown said it would take the BRA at least two weeks for the model to be prepared and that three weeks would be really necessary for everything, including the documents, to be prepared. He suggested that the PAC might try to meet on April 15, in two weeks. He said when the notice of the next meeting came out, if that date had to be changed, he would notify the PAC. Mr. Brown also said he would informally distribute documents for consideration of PAC to use at an open meeting.

The informally called meeting adjourned at 5:58 PM.



MEMORANDUM

TO: East Boston Project Advisory Committee  
FROM: Jim Rose, Chairman  
SUBJECT: April 1, 1982, PAC MEETING

The next meeting of the East Boston Project Advisory Committee will be at the Pier One Shed at 4:00 on April 1, 1982.

At this meeting, nominations and election of a new member to replace Pat Rosa will take place.

The agenda will also include an analysis of our preliminary land use scheme by the BRA.



PAC MEETING - April 22, 1982

Members Present

Mary Ellen Welch  
Anna DeFronzo  
George DiLorenzo  
Charles Welch  
Evelyn Farnum  
Jim Dorgan

Staff

Alice Boelter  
Rick Shaklik  
Charles Studen

Members Absent

Jim Rose  
William Manning  
Lucy Ferullo  
Emilio Favorito  
Alice Christopher  
Al Lombardi  
Joseph Mara  
Benny Tauro  
Bob Travaglini  
Joseph Wardell  
Mario Umana

1. The PAC discussed the basic schemes posted on the wall.
2. PAC worked with the wooden model and talked about the various possible configurations and how the density and height related to Jeffries Point and Maverick Square.
3. PAC decided to seek methods of getting active shipping (cruise ships, etc.) to be incorporated as part of the Plan.
4. Adjourned 6:15 PM.



# Boston Redevelopment Authority

May 21, 1982

Mr. Jim Rose  
43 White Street  
East Boston, MA 02128

Dear Jim:

It has been several weeks since the East Boston Project Advisory Committee has met. I think it is important the BRA staff be prepared to bring all of the members up to date on the current status of the project. I would, therefore, suggest that you consider calling a meeting within the next three weeks.

Those members of the Committee who have been in regular attendance during the past few meetings are aware of the recent work which has been carried out. A series of alternative plans was prepared and discussed with the Committee on a number of occasions. I believe that these plans reflected, as far as possible, the goals and objectives which were discussed by the Committee some time ago. We have refined several of these alternative plans, and we feel that it is appropriate that these be reviewed again with the Committee, and that we move quickly into the next phase of this planning effort.

There are several items which we would like to present to the Committee at the next meeting:

1. Alternative Plans - Review of the four alternative development plans, an analysis of their impact on and benefit to the community in terms of traffic, jobs, land uses, etc.
2. Interim Report - Review of an interim report which summarizes the activities of the PAC to date, and summarizes the four alternative development plans.
3. Progress Report to MassPort - Under the terms of the Agreement between MassPort and the BRA, the BRA is required to submit a progress report to MassPort reporting on BRA and PAC activities. The staff is completing this report for review with the Committee.





Mr. Rose  
Page Two

4. Site Analysis Report - Also under the terms of the Agreement between MassPort and the BRA, the BRA is required to prepare a report analyzing the available information regarding the site and analyzing other aspects of the site. The staff is completing this report for review with the Committee.

I would like to emphasize at this point that we are hoping that a consensus can be reached, not on a single, final development plan, at this time, but rather agree that the alternatives which have been developed and analyzed represent our best thinking to date and represent options which: (a) should be discussed with the broader community, and (b) should be further refined.

Our ultimate goal, as you know, is for the Committee to reach a final consensus on a single development plan which we jointly believe to be in the best interests of the community, the City of Boston and MassPort. However, it is premature to assume we are yet able to do this.

The distribution of a PAC approved Interim Report would solidify the thoughts of the members and, we feel, enable all of us to move forward. It should also give the PAC something tangible to work from as the planning process continues.

Sincerely,

Philip Zeigler  
Planning Director





East Boston  
Project Advisory  
Committee, Inc.

MEMORANDUM

TO: East Boston Project Advisory Committee

FROM: Jim Rose

SUBJECT: NEXT MEETING OF THE EAST BOSTON PAC  
THURSDAY, June 10 - 4:00 - PIER ONE SHED, EAST BOSTON

---

I am requesting your attendance at a special meeting of the East Boston Project Advisory Committee to be held on Thursday, June 10, at 4:00 PM in the Pier One Shed.

For your information, I have enclosed a letter which I received recently from the BRA concerning the current status of the East Boston Pier project.

It is extremely important that you make every effort to attend this meeting. I believe that we are approaching several significant milestones in terms of our discussions, and it is imperative that all members of the Committee participate in reviewing our progress to date, and discuss the next phases of this undertaking.

AGAIN, I WOULD LIKE TO EMPHASIZE THE IMPORTANCE OF YOUR ATTENDANCE AT THIS SPECIAL MEETING ON:

THURSDAY, JUNE 10 - 4:00 - PIER ONE SHED

Enclosure



EAST BOSTON PROJECT ADVISORY COMMITTEE

June 10, 1982

AGENDA

1. Chairman's Remarks  
Jim Rose  
4:00 - 4:15
2. Report from the BRA Staff  
Gary Brown  
4:15 - 4:30
  - a. Report on material BRA is required to submit to MassPort
    - Progress Report 9/81 - 1/82
    - Progress Report 1/82 - 6/82
    - Site Analysis Report
  - b. Interim Report on East Boston Harborside
    - Introductory Remarks  
Phil Zeigler &  
Gary Brown  
4:30 - 4:45
    - Site Analysis Summary and Review of Alternative Development Concepts  
Charles Studen,  
Rick Shaklik,  
Gary Brown &  
Phil Zeigler  
4:45 - 5:15
    - Actions Recommended for Committee and Next Steps  
Phil Zeigler &  
Gary Brown  
5:15 - 5:30
3. Other Business  
Jim Rose  
5:30 - 5:45
4. Adjournment  
Jim Rose  
6:00



EAST BOSTON PROJECT ADVISORY CORPORATION

Meeting of June 10, 1982

MEMBERS:

For the East Boston PAC

Present

Anna DeFronzo  
George DiLorenzo  
Al Lombardi  
Jim Rose  
Lucy Ferullo  
Mary Ellen Welch  
Bob Travaglini  
William Manning  
Emilio Favorito  
Benny Tauro  
Joseph Mara  
Alice Christopher  
Charlie Welch  
Evelyn Farnum

Absent

Judge Mario Umana  
Joseph Wardell  
James Dorgan

For the BRA

Phil Zeigler  
Gary Brown  
Rick Shaklik  
Charles Studen

For MassPort

Alice Boelter

Guests/Observers

William Ferullo  
David Kelson

A meeting of the East Boston Project Advisory Committee (PAC) was held at MassPort Pier I, East Boston on June 10. The meeting was called to order at 4:15 PM by Chairman Jim Rose.

At the suggestion of Chairman Rose, a motion was made and carried to adopt the minutes of the last meeting.

The first order of business was introduced by Mr. Rose, who commented on the four alternative layout plans on display that were compiled by the BRA from the discussions of PAC to date (Plans, A, B, C & D). Each plan was represented by two drawings, an illustrative drawing showing detailed site layout and a more general diagrammatic drawing. Mr. Rose emphasized strongly that none of these plans represented any final decisions, and the discussions of the alternative plans did not lock the Committee into any permanent decisions. Rose then turned the meeting over to Gary Brown of the BRA to present a briefing on the four plans.





Mr. Brown first advised the Committee that the BRA was submitting a progress report to MassPort under the terms of the BRA/MPA Agreement and that the members had most of the documents included in the report. Those they did not have were distributed. The report was in two parts covering the period from August to January and a subsequent status report from January to date. The two-part report included PAC's activities and progress up to the present time.

Mr. Brown further advised the Committee that a site analysis report had also been prepared for the PAC and would also be submitted to MassPort. Copies of this report were distributed to the PAC members.

With an additional report entitled the East Boston Harborside Interim Report, the present requirements will be fulfilled with regard to reporting to MassPort. Mr. Brown says by July 1 and in future stages it can be clearly shown that progress has been made with the PAC.

Lucy Ferullo asked if the reports required a MassPort Board vote. It was explained that the nature of the reports did not require a formal vote.

At this point, Charles Studen from the BRA presented to the Committee summaries of each plan. The four plans were reached by combining and altering the six to eight prior plans discussed. Each of the four plans have certain aspects in common.

The site itself, in general, has unique qualities along with acknowledged limitations. Studen listed the positive qualities including the fact that the site is vacant and open requiring no demolition, possesses extensive water frontage, and is located close to Downtown, the airport and public transportation. Additionally, the Pier I Building contains 200,000 square feet of usable space. The site enjoys a "spectacular" view of the harbor and skyline. The limitations include the poor condition of the piers, potential conflicts with surrounding commercial developments, relatively poor vehicular access, federal housing guidelines with respect to noise levels and possible FAA involvement with respect to structure.

Mr. Zeigler reviewed at this point basic land uses similar in all four plans such as the inclusion of a marina, hotel, boatel, office space, parking, restaurant facilities. The main differences arise in the various density schemes, investment potential and income potential, traffic generation and tax revenues. The differences are what should be focused upon. The higher density plans (more developed) potentially produce more jobs, greater tax return to the City, greater lease income for MassPort; higher traffic levels would also accompany higher density plans.



Mary Ellen Welch advocated the inclusion of drawings of large boats in the schemes to emphasize water-dependent uses.

George DiLorenzo voiced a concern to explore the issues of handicapped access. This along with related subjects will be discussed in future stages of the development process. Chairman Rose stated once a final plan is agreed upon, committees will be formed for these purposes.

Alice Christopher and Benny Tauro brought up questions on public access and resident approval. Mr. Tauro further inquired if the BRA had done studies on traffic. Chariman Rose answered that as far as resident approval, the public hearing process has not been planned as yet, but will be a subject soon to be discussed.

Benny Tauro further inquired into the status of investment interest. Mr. Zeigler answered that at this point nothing concrete can be committed. Chairman Rose said the process is still at a young stage and solid answers cannot be offered at this point.

It was a consensus of the membership that public meetings must now be planned. The community should now be offered concrete information and status reports of the Committee's activities and progress. A discussion then ensued regarding presentation (all eight maps or just the four illustrative, etc.)

Emilio Favorito then inquired whether a motion should then be made regarding the report incorporating the maps and activities to date of the Committee so that the next stage of the development process may begin. The motion was made that the East Boston Project Committee agrees "in principle" with the report as presented by the BRA. The motion was seconded and carried.

Bob Travaglini warned that time in general is running short and a decision must be made. Chairman Rose suggested that perhaps major community groups should be asked first. George Manning felt it should be advertised at large. Mary Ellen Welch felt small meetings may have value. Alice Christopher felt a format must be designed. Bob Travaglini felt it should be concentrated on the immediate community first as a major target area. A second meeting could branch out. Emilio Favorito felt the Committee should not just meet with groups, but with the neighborhood in general.

Lucy Ferullo made and amended a motion which would include group presentations if requested and to hold community-wide meetings. The motion with amendment was seconded and carried. Evelyn Farnum commented on publicity.

Chairman Rose then suggested that a Format Committee be organized to present to the Committee a suggested format with which to present the reports to the community. A motion was made, seconded and carried to appoint Lucy Ferullo, Mary Ellen Welch and Alice



Christopher to present a format to be discussed at the next meeting.

A motion was made that the next meeting be held June 24. Seconded and carried. The possibility of holding it in Charlestown was suggested. Members will be notified.

There was no further business. A motion was made, seconded and carried to adjourn. The meeting was adjourned at 5:45 PM.





East Boston  
Project Advisory  
Committee, Inc.

MEMORANDUM

TO: EAST BOSTON PROJECT ADVISORY COMMITTEE

FROM: Jim Rose

SUBJECT: PAC MEETING SCHEDULED FOR June 24, 1982

NOTE: CHANGE OF MEETING TIME

The next meeting of East Boston Project Advisory Committee will be held on June 24, 1982.

The agenda includes a tour of the Charlestown Navy Yard and discussion of the format that the PAC wants to adopt for broadening citizen review and comment on the work we have done to date.

Unfortunately, attempts to get a boat to take us from East Boston have not been successful, so a car pool means of transportation will have to be used.

Our tour of the Navy Yard has been scheduled to begin at Dry Dock two (II) at 4:00, so it is important that we Assemble at the Pier I Shed in East Boston No Later than 3:30. Those PAC members who would find it more convenient to go directly to Charlestown should feel free to do so;\*keep your fingers crossed for good weather.

The minutes of the last meeting (June 10, 1982) are enclosed for your review, as is a revised printing of the Interim Report approved at that meeting.

Enclosures

\* Dry Dock Two (II) is just beyond the second gate. The first gate you should enter through is the one to the U.S.S. Constitution. ( If you are driving the guard will let you through.)





ATTACHMENT II: EAST BOSTON PROJECT ADVISORY COMMITTEE  
FINANCIAL AND TECHNICAL TOOLS; DEVELOPMENT PROCESS



COMMERCIAL TAXATION UNDER PROPOSITION 2½ AND CLASSIFICATION

$$2\frac{1}{2} \times 150\% = 3.75\%$$

TAXES

Office                    10,000 Square Feet  
                             \$ 70/Square Feet  
                             \$700,000 Total Development Cost  
                             x 3.75 %  
                             = \$ 26,250 Annual Property Taxes

Hotel                    10,000 Square Feet  
                             ÷ 500 Square Feet/Room  
                             = 20 Rooms  
                             x \$70,000/Room  
                             \$1,400,000  
                             x 3.75 %  
                             = \$52,500 Prop. Taxes

Retail                   10,000 Square Feet  
                             Same as Office (Essentially)  
                             = \$52,500 Prop. Taxes

Industrial               10,000 Square Feet  
                             x \$ 45  
                             \$450,000  
                             x 3.75 %  
                             \$ 16,875 Prop. Taxes

Warehousing            10,000 Square Feet  
                             x \$ 30  
                             \$300,000  
                             x 3.75 %  
                             \$ 11,250 Prop. Taxes

Residential Rental      10,000 Square Feet  
                             ÷ 1,000/Unit  
                             10 Units  
                             x \$50,000  
                             \$500,000  
                             x 1.70 %  
                             = \$ 8,500 Prop. Taxes

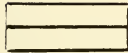
Condominiums probably cannot be built on the Piers unless the lease term can be extended to 100 years (we understand the present agreement with Massport alludes to 40-50 year lease terms).



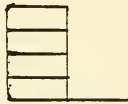
<u>JOBS</u>		<u>PAYROLL</u> <u>PER WORKER</u>	<u>TOTAL</u> <u>PAYROLL</u>
Office	10,000 Square Feet <u>x .90</u> Efficiency 9,000 Rentable <u>÷ 220</u> Square Feet/Worker = 41 Permanent Jobs	\$12,000/yr.	\$492,000
Hotel	10,000 Square Feet <u>÷ 500</u> Square Feet/Room 20 Rooms <u>÷ 1.7</u> Rooms/Worker = 12 Permanent Jobs	\$ 8,000-\$10,000	\$120,000
Retail	10,000 Square Feet <u>x .80</u> Efficiency 8,000 Square Feet <u>÷ 400</u> Square Feet/Worker = 20 Permanent Jobs	\$ 8,000-\$10,000	\$200,000
Industrial	10,000 Square Feet <u>x .80</u> Efficiency 8,000 Square Feet <u>÷ 500</u> Square Feet/Worker = 16 Permanent Jobs	\$14,000	\$224,000
Warehousing	10,000 Square Feet <u>x .90</u> Efficiency 9,000 Square Feet <u>÷ 1,000</u> Square Feet/Worker = 9 Permanent Jobs	\$ 8,000-\$10,000	\$ 90,000
Housing	10,000 Square Feet <u>x .90</u> Efficiency 9,000 Square Feet <u>÷ 1,000</u> /Unit = 9 Units <u>÷ 1</u> Worker Per 20 Units = $\frac{1}{2}$ Job	\$ 8,000-\$10,000	\$ 5,000



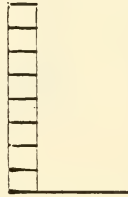
F.A.R (Floor Area Ratio) is a means to defining the height and bulk of a building on a given parcel of land. Each of the diagrams below conforms to an F.A.R. of 2.



2 Floors built  
on the total  
land area of  
the parcel



4 Floors built  
on  $\frac{1}{2}$  the total  
land area of  
the parcel



8 Floors built  
on  $\frac{1}{4}$  the total  
land area of  
the parcel

Ordinarily, the area of land which is not built upon must remain open space. The nature of that open space (parking, grass, trees, kiosks, cafes, brick plaza etc.) is up to the PAC to formulate as part of its design and development guidelines.

Another option is to allow a Developer to exceed the F.A.R. and to force him to build a marina or museum or whatever for that right to build a bigger building. You would only pursue this option if you couldn't get the developer to build the marina without giving anything away.







## THE BOSTON REDEVELOPMENT AUTHORITY REQUESTS

LETTERS OF INTEREST  
for the development of  
Parcel D-10

IN THE DOWNTOWN/WATERFRONT  
FANEUIL HALL  
URBAN RENEWAL PLAN



The Boston Redevelopment Authority is now offering Parcel D-10 (bounded by Commercial Street, John Fitzgerald Expressway, and State Street) in the Downtown/Waterfront Faneuil Hall Urban Renewal Area under a long term lease agreement with the Boston Redevelopment Authority.

The site, across the street from Faneuil Hall Marketplace, contains 70,800 square feet of land. Multi-leveled retail with office space above are the preferred development uses.

**DEVELOPER PROPOSALS MUST BE SUBMITTED BY**

**JULY 15, 1981**

**FOR FURTHER INFORMATION**

including

Submission Requirements

and

Development/Design Guidelines

interested developers should send a check for \$50,  
which is non-refundable to:

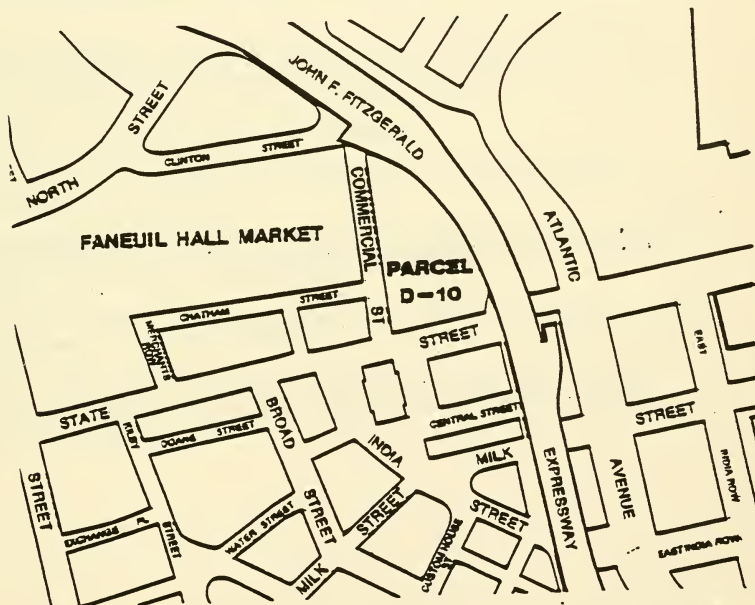
Robert J. Ryan, Director  
Boston Redevelopment Authority  
1 City Hall Square



PARCEL

10

# DESIGN AND DEVELOPMENT GUIDELINES





# Boston Redevelopment Authority

JUNE 15, 1981

## PROCEDURES FOR THE DISPOSITION OF THE PARCEL

The overriding standard to be employed by the Authority in analyzing development proposals is the determination of maximum benefit to the City. The demonstrated experience, skill and financial strength of the development/design team is the most significant criteria.

The Authority's review will be in three stages:

1. Evaluation of the Letters of Interest and first-stage developer submissions as outlined below.
2. In the second stage, development teams which are, in the opinion of the Authority, qualified for further consideration, will be invited to make further detailed submission.
3. In the third stage, the finalists will then be asked to prepare a full architectural and financial submission.

At any time, the Authority may request additional information from any developer. It should be emphasized, however, that models will not be accepted until Stage 3 of the review process and will not be accepted in the Stage I July 15 submission.



For the first stage, the Boston Redevelopment Authority requests that the developer submits, no later than 5 P.M. on July 15, 1981, to Robert J. Ryan, Director, Boston Redevelopment Authority, City Hall, Room 925, One City Hall Square, Boston, Mass. 02201:

1. Letter of Interest, the developer submission, and \$5,000 check, drawn up to the order of or assigned to the Boston Redevelopment Authority. The Authority is under no obligation to earn interest. \$1,000 of the fee will be retained by the Authority for the processing of the submission. However, the remaining \$4,000 deposit shall be returned promptly to any unsuccessful applicants.
2. Legal and Financial Qualifications Information. Developers should submit completed HUD form H-6004, Redeveloper's Statement for Public Information, and Statement of Qualifications and Financial Responsibility.
3. Information on the type of development proposed, including proposed use(s), preliminary cost estimate, and gross and net rentable floor area in square feet. In addition, estimates for rents, real estate taxes, and land lease payment should be on a net rentable per square foot basis. The Authority wishes to advise applicants that there will be a substantial annual land lease payment established by the BRA and competitive with the private market for this type of property. Developers will be advised of the minimum land lease amount; however, except for imputed figures to be included in your preliminary financing cost estimates, the land lease payment is not an element of this initial first stage developer submission. The development will be assessed and taxed by the City of Boston under normal real estate assessment procedures.
4. Diagrams and simple drawings sufficient to convey overall height, bulk, massing and distribution of uses of the proposal and the applicant's compliance with the enclosed development and design controls.

The Authority reserves the right to reject any and all proposals.





## GUIDE TO DEVELOPMENT AND DESIGN

### 1. Location

- Within the Downtown Waterfront/Faneuil Hall Urban Renewal Project.
- Bounded by Commercial Street, John Fitzgerald Expressway, State Street

### 2. Square Footage

Rouse Leased Area	9,200	square feet
Remaining Area including the area of the "Walk to the Sea"	61,600	" "

### 3. Building Constraints

- The "Walk to the Sea" must be aligned with South Market Street.
- Two major sewer and drain lines, running north to south (48" and 54") must remain; access to these lines must be maintained to the satisfaction of the Authority and the Boston Water and Sewer Commission; other east/west sewers as shown on the parcel map can be eliminated by the development.
- Rouse's trash facility area may be included in the development submission, provided comparable services can be included or integrated into the development.

### 4. Use

- Primary use shall be office
- Ground floor facades must have active, retail uses on State Street, Commercial Street and both sides of the "Walk to the Sea" (S. Market Street Ext.). Multi-leveled specialty store may be considered.
- Service access should be from the under artery Surface Road.
- A public commercial parking component is not permitted. Parking may be provided only for the uses within the parcel.

### 5. Design Guidelines

- A "Walk to the Sea" must be maintained as predominantly open to the sky, and must be aligned substantially to the width of South Market Street. It should not become a passageway through a building mass. However, if an above-grade linkage were desired between the two portions of the parcel, it would be considered as a visual mask of the Central Artery.
- Parcel D-10 should be considered as a major activity node on a "Walk to the Sea". It is not a termination of the Faneuil Hall Marketplace.
- Wherever applicable, the building element should visually mask the Central Artery.

(continued)



- The building must complement, without overpowering, the historic Faneuil Hall Markets and the Granite State Street Block south of the site.
- The massing of D-10 should enhance the visual dominance of the Custom House Tower.
- The major massing element of the building should be located between State Street and the extension of the south side of Chatham Street. The building should then step or slope down to a maximum height of 40 feet along a "Walk to the Sea".
- Building elements, if any, that are proposed for the north side of the "Walk to the Sea" must step down to a maximum height of 30' at said walkway.
- A pedestrian easement in the form of a covered arcade of a minimum of two stories in height and 15 feet in width must be provided along State Street to accommodate possible future street widening.
- The development should have a F.A.R. of not more than 6.
- Maximum height shall not exceed 220 feet above the State Street sidewalk.
- Building materials shall be masonry and glass and details shall reinforce the scale and character of the adjacent historic building.



ATTACHMENT III: EAST BOSTON PIERS/SITE ANALYSIS



PROGRAM ELEMENTS IDENTIFIED BY PAC	POTENTIAL SITE OPPORTUNITIES	POTENTIAL SITE LIMITATIONS
Residential market (rental/condo) low/moderate	<ul style="list-style-type: none"> <li>- views/water</li> <li>- mass transit</li> <li>- proximity to downtown</li> <li>- proximity to airport</li> </ul>	<ul style="list-style-type: none"> <li>- ownership of waterfront property</li> <li>- lease arrangement with MassPort</li> <li>- high site development costs</li> <li>- lack of water access to downtown</li> <li>- lack of subsidy programs</li> <li>- large number of subsidized units nearby</li> </ul>
Retail	<ul style="list-style-type: none"> <li>- mass transit</li> <li>- opportunity for water-related retail (marina restaurant)</li> </ul>	<ul style="list-style-type: none"> <li>- deteriorated retail area nearby</li> <li>- existing retail in nearby Central Square</li> <li>- poor vehicular access</li> <li>- high site development costs</li> </ul>
Office	<ul style="list-style-type: none"> <li>- views</li> <li>- mass transit</li> <li>- proximity to airport</li> <li>- ancillary office to existing downtown uses</li> </ul>	<ul style="list-style-type: none"> <li>- distance from Class A market</li> <li>- lack of community demand ??</li> <li>- proposed Bird Islands Flats development</li> <li>- high site development costs</li> </ul>
Hotel/Boatel	<ul style="list-style-type: none"> <li>- proximity to airport</li> <li>- mass transit</li> <li>- views/water</li> </ul>	<ul style="list-style-type: none"> <li>- new and proposed hotels elsewhere (Charlestown, Long Wharf, Bird Island Flats)</li> </ul>
Marina	<ul style="list-style-type: none"> <li>- Pier I/building</li> <li>- waterfront</li> <li>- proximity to downtown</li> <li>- lack of facilities elsewhere</li> </ul>	
Ferry Service	<ul style="list-style-type: none"> <li>- opportunity to develop in conjunction with other harbor development</li> </ul>	<ul style="list-style-type: none"> <li>- high development/operation costs likely to require subsidy</li> </ul>





PROGRAM ELEMENTS  
IDENTIFIED BY PACPOTENTIAL SITE  
OPPORTUNITIES

## POTENTIAL SITE LIMITATIONS

## Industrial

- proximity to airport
- waterfront location
- mass transit

- poor vehicular access
- high site development costs
- proposed Bird Island Flats development

## Recreation

- views/water
- proximity to large population with limited open space

- lack of public funds
- no tax generation

## Institutional

- lack of facilities in East Boston

- lack of public funds
- no tax generation
- existing facilities elsewhere



EAST BOSTON PIERS

SITE ANALYSIS

JUNE 1982

CITY OF BOSTON  
KEVIN H. WHITE, MAYOR

BOSTON REDEVELOPMENT AUTHORITY  
ROBERT J. RYAN, DIRECTOR



## SITE ANALYSIS

### I. THE SITE

The East Boston Piers 1-5 consist of approximately 56 acres of land and water. Of this, about 20 acres is solid land, 15 acres piers, and the remaining is water area. The property is predominantly vacant, except for the large Pier shed on Pier 1.

MassPort acquired the property from the Penn Central Railroad in 1970, and all structures on Piers 3 and 4 were stripped to dock level.

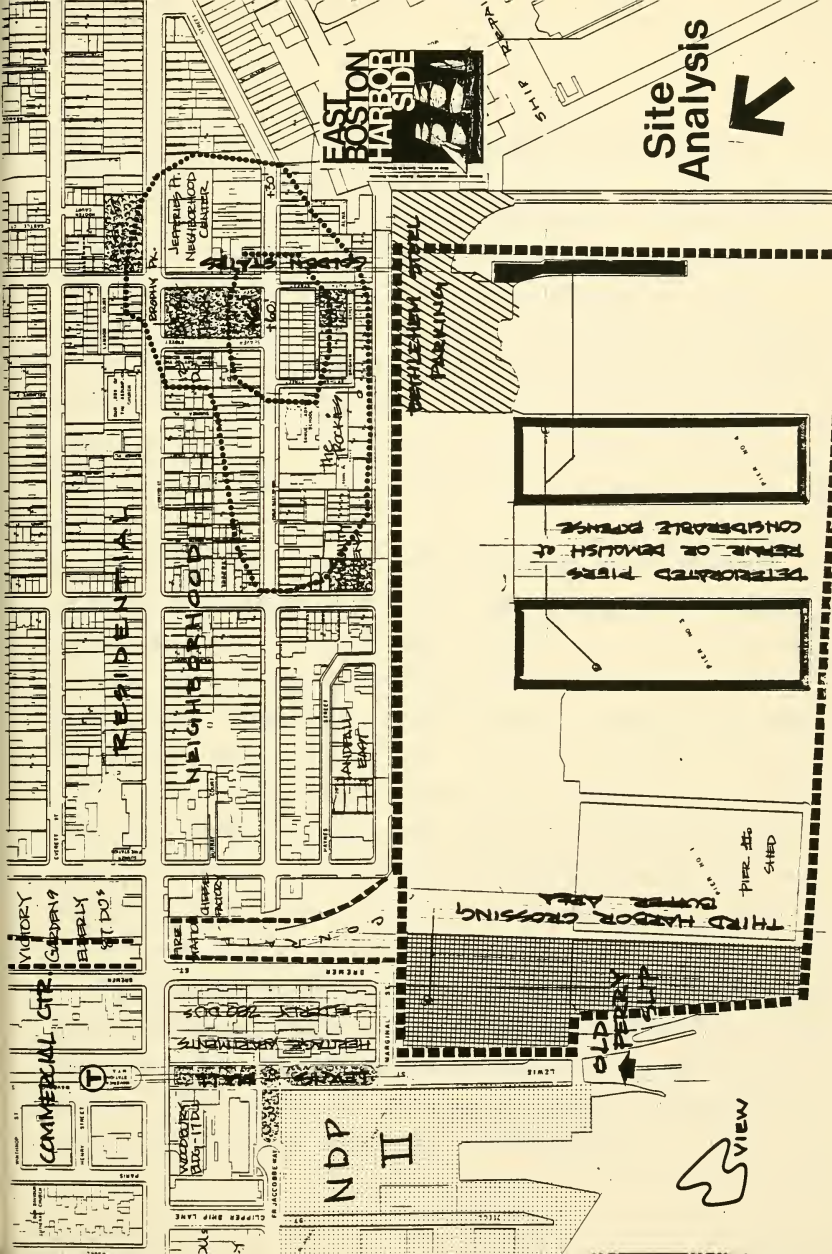
MassPort's Master Plan prepared in 1976 first set forth the policy of MassPort to divest themselves of the Piers. As stated in the Plan: "These piers have inadequate access and hinterland for any major port use today. MassPort piers and waterfront property in East Boston are not needed for seaport activities, which can be better accommodated at other harbor locations. The best use of this land is for residential, recreational or other purposes related to the development of the East Boston community".

### II. THE NEIGHBORHOOD

Relatively isolated from the rest of the City until the 1950's, East Boston has retained its homogeneity and remains a solid, stable, predominantly Italian community of about 32,000 residents. From 1835 to 1915, East Boston developed as an industrial and shipping community where goods were transferred between ships and trains that connected to all the manufacturing centers of New England. The major changes since 1915 have been the growth of transportation facilities, particularly the tunnels, McClellan Highway and Logan Airport, the decline of the neighborhood's population (from a level of 60,000



# Site Analysis







in 1930) and employment base (unemployment in East Boston is among the highest in the City).

The Jeffries Point neighborhood, immediately adjacent to the East Boston Piers site, is a densely settled residential area of two and three decker wooden structures situated on a hill between Marginal Street and the airport. From the southern side of the hill, there are exceptional views of the downtown skyline and harbor activity. The neighborhood contains several small parks, including the recently constructed Jeffries Point park adjacent to the harbor, Brophy Park and the Golden Stairs which lead to Piers.

The Maverick Square commercial area which has deteriorated in recent years is north of the site providing convenient mass transit access via the Maverick Station of the MBTA Blue Line. Lewis Mall provides a pedestrian link from the T Station to the edge of the site. Central Square, East Boston's largest shopping area, is also in close proximity.

Northwest of the site is situated the recently developed North Ferry Waterfront Park and the 400-unit Maverick Housing Project. Together with other subsidized housing near the site, including Heritage Apartments and Victory Gardens, there are over 800 units in the area.

The Bethlehem Steel Ship repair yard, one of the neighborhood's major employers, is located along the southeastern boundary of the Harborside site. The only vehicular access to the site is via Marginal Street and employee parking is presently provided on the East Boston Piers site by agreement with MassPort.



### III. DEVELOPMENT OPPORTUNITIES AND LIMITATIONS

The East Boston Piers site has a number of characteristics which make it particularly attractive for a major mixed use development, including size, location, transit access and views. However, there are also a number of conditions which could hamper development on this site such as pier and land conditions, vehicular access, height restrictions, noise and market considerations.

A. The site offers the following development opportunities:

1. Large, essentially, vacant site. Adjacent to a stable, residential community, the 56-acre site is large enough to accommodate a substantial development but does not have the relocation and demolition costs and difficulties often associated with such large, urban sites.

2. Extensive waterfrontage. The site offers over 2,000 feet of water frontage, excluding the piers, providing opportunities for various kinds of water related and water dependent uses and activities.

3. Proximity to downtown and airport. The site is situated within a mile and a half of Downtown Boston and Logan Airport and should be particularly attractive to uses which require easy access to these major employment and transportation centers.

4. Proximity to Maverick MBTA Station. The entire site is within a ten-minute walk of the Maverick MBTA Station of the Blue Line providing easy mass transit access to Downtown Boston and Logan Airport.



5. Existing Pier I building. Constructed in the 1950's, the Pier I Shed offers about 200,000 square feet of warehouse space on a single floor with adjacent berthing space for large ships. Since both the pier and shed are in reasonably good condition (but in need of repair), this space could easily be used for water-dependent warehouse use or reused for any combination of similar uses.

6. Spectacular views/south - southwestern exposure. The site offers spectacular views of the Downtown Boston skyline and Harbor activities and is favorably situated with a south - southwestern exposure insuring maximum sunlight for new development and related waterfront open space.

B. The site presents a number of development limitations:

1. Deteriorated Piers and Poor Site Conditions

Pier 1 is generally in good condition, while Piers 3, 4 and 5 are in generally poor condition. While Pier 1 can continue to operate as a general cargo terminal, the use of Piers 3, 4 and 5 would be dangerous and may be difficult to reuse in their present condition. Soil conditions in the backland area create construction problems that will affect future building costs, location and massing. Specific engineering studies will be needed to properly evaluate alternative development schemes (see attachment).

2. Possible Conflicts with Other Markets and Developments

The location of the site presents questions of marketability for certain uses. It is across the Harbor from the Class A downtown retail/office/housing market. Maverick Square, located immediately adjacent to the site, is a deteriorated commercial area and the surrounding residential neighborhood is primarily two and three



decker wooden structures. In addition, the proposed hotel/conference center and office/warehousing uses at the Bird Island Flats development may limit the market for such uses at the Pier site. There is also the question of creating a market conflict with the Charlestown Navy Yard and North Station Project.

### 3. Poor Vehicular Access

The need to provide improved automobile access to the site is recognized. Current access is provided from Marginal Street through residential and commercial streets to the north. Previous studies have suggested that one long-term solution would be the construction of a new road in the Conrail right-of-way to minimize traffic impact on the community (see attachment).

### 4. Noise

Because of the close proximity of the site to Logan Airport, noise will be a factor in the development of the piers. Federal Housing Guidelines published by HUD require compatible land use planning in relation to airports. In order for housing development to be eligible for Federal financing, 65  $L_{dn}$  (day/night average sound level) is the cut-off for needing noise impact mitigation. According to MassPort's Noise Abatement Division (see attachment), Piers 2-5 are between 65-70  $L_{dn}$  contour and therefore exceed HUD's noise standard.

### 5. Height Restriction

According to MassPort's planning office (see attachment), if a building is to exceed 150 feet above the airfield elevation of ~18 feet, the FAA decides whether the building poses a hazard to navigation. MassPort has given assurances to the FAA that it will





not erect obstructions on its property. Therefore, construction on the East Boston Piers site must be planned observing FAA restrictions.



## ATTACHMENTS



EAST BOSTON PIERS ACCESS ROAD  
PRELIMINARY OPTIONS - 5/7/82

OPTION I: UTILIZE EXISTING CONRAIL RIGHT OF WAY (ROW) FOR DEPRESSED,  
LIMITED ACCESS ROAD FROM PIERS TO CONNECTION WITH  
AIRPORT RAMPS

Depressed road/reduced noise in adjacent residential  
areas  
Maintain existing bridges  
No demolition of structures or displacement  
Possibility for over highway deck for recreation or  
development  
Land in single public ownership  
Possibility for linear recreation area between Bremen  
Street and new road (this would, however, require  
additional takings, demolition of several non-residential  
structures and possible relocation)

ROADWAY CHARACTERISTICS

Maximum width 34 feet (existing clear distance between  
the abutments of existing overpasses)  
Vertical clearance of approximately 16 feet  
Accommodate two 12-foot lanes with shoulders  
Limited access - no connection with local street system  
Capacity?  
Cost?

OPTION II: WIDEN BREMEN STREET TO AIRPORT RAMPS

Bremen Street already widened from Sumner Street to site  
(South Bremen Street) (approximately 45 feet wide)  
Require taking privately owned parcels along east side  
of Bremen Street (5 or 6 parcels)  
Require demolition of about four non-residential structures  
Roadway integrated with local highway system (require  
signalized intersections/possibility of closing one or  
more cross streets to reduce conflict)  
Require filling to bring acquired land up to grade  
Possibility of developing linear recreation area  
adjacent to widened roadway

ROADWAY CHARACTERISTICS

Roadway could accommodate two or more 12-foot lanes, parking  
lane, and turn lane (wider road, particularly if median  
included could require taking part of Conrail ROW in  
addition to privately owned parcels)  
Capacity?  
Cost?



OPTION III: CONSTRUCT LIMITED ACCESS, DEPRESSED 4-LANE ROADWAY  
ADJACENT TO BREMEN STREET

Require construction of new bridges (3 roadway bridges)  
Require acquisition of Conrail ROW, as well as privately-  
owned parcels (also part of Marginal Street between Sumner  
and piers)

ROADWAY CHARACTERISTICS

Capacity?

Cost?

OPTION IV: CONSTRUCT NEW ROADWAY AT GRADE ADJACENT TO BREMEN STREET

Eliminates necessity of constructing new bridges  
Require taking of privately owned parcels, as well as  
part of Conrail ROW  
Partially separates local traffic from through traffic

ROADWAY CHARACTERISTICS

Roadway could accommodate two or more 12-foot lanes as  
well as parking and turn lanes if necessary

Capacity?

Cost?





QUESTION AND ANSWER SUMMARIES OF THE CONDITION SURVEY OF STORCH ASSOCIATES, EAST BOSTON MARINE TERMINAL (PIERS 1, 3, 4, 5, BACKLAND AREA, GRANITE QUAYWALL AND SOILS ANALYSIS)

The following are responses to the questions regarding the condition of East Boston Piers 1-5. These responses (in a question and answer format) are based on BRA's Engineering Department's review of the January, 1981, Condition Survey of the East Boston Marine Terminal prepared by Storch Associates under contract to MassPort. To the best of our knowledge, the Storch report is the most complete and up-to-date analysis. While this report provides us with some insight on existing conditions, it is clear that additional engineering work will be required during subsequent phases of the planning and development effort.

QUESTIONS AND ANSWERS

1. What is the structural condition of the Piers?

Pier 1 is generally in good condition although if corrosion is permitted to remain unchecked (at present 25% of Pier) the steel piles will have to be replaced in the future; cathodic protection system is inoperative and may not be economically rehabilitated. Underwater inspection shows steel pipe piles generally in good condition.

Piers 3, 4, and 5 are in generally poor condition; marine borers have attacked the wooden pile system and deterioration is extensive; carrying capacity of the piles will diminish as the marine borer attack progresses.



2. What is the condition of the granite quaywalls?

The granite quaywalls appeared to be in fair condition with minimal maintenance needed (identified in the Storch Report). The shoreline between Piers 4 and 5 and to the east side of Pier 5 is not adequately protected against major erosion because of the lack of quaywalls.

3. Can the Piers be repaired and at what estimated cost?

For Pier 1, precise costs will relate to proposed development program (i.e., intensity of uses and specific structural requirements); demolition of shed and buildings on pier deck has been generally estimated at \$500,000 and \$1 million, respectively. Evaluation of cathodic protection system will allow for costs to be determined.

Pile restoration program for Piers 3, 4 and 5 based on conditions in January, 1981, placed the cost at \$4 million+ for Pier 3, \$6.4 million for Pier 4, and \$1.4 million for Pier 5. Any future work on the piers itself would require additional expenditures.

4. Are the Piers usable in present condition?

Pier 1 can continue as a general cargo terminal without major repairs. Any extended use will require improvements to the steel piles.

Use of Piers 3, 4, and 5 could be dangerous to the general public and may be difficult to legitimately reuse in its present condition because of inability for any user to acquire proper liability insurance coverage.



5. What is Piers reuse potential for open space reuses?

Pier 1 could clearly be used for both active and passive open space uses; open space activities for Piers 3, 4 and 5 remain as questionable uses because of the deterioration.

6. If the soils in the backland area create problems for larger buildings, how did it originally support grain and water towers?

A difficult question -- possibly because granary was built on piles, a mat or caissons to overcome poor soil conditions that would severely impact the foundations for these structures which previously existed on this site.

7. Can marina reuse be recommended given the site conditions?

Yes, wind conditions or tidal characteristics could be overcome through breakwater barriers so located to minimize tidal or wave action.

8. What is the condition of the shoreline?

The shoreline is described in detail in the Storch Report. There are specific areas needing repair including: concrete spall at Pier 1 Pipe Tunnel, crack in wall at base of Pier 1, Pier 1 west bulkhead fascia stone, Pier 1 west bulkhead protective riprap and, as previously mentioned, the lack of quaywalls between Piers 4 and 5 and to the east side of Pier 5 (which would serve as protection against major erosion).

9. Will the specific site conditions affect future building location and massing?

Yes, low rise buildings (1 and 2 stories) can be accommodated using less expensive spread footings. High rise structures will require the more expensive mat footings, piles or caissons to eliminate the larger areas needed in the spread footing format.



10. Can the cost of fill be estimated?

No, depending on availability of fill from other projects, or types of materials that could be used as rip-rap along the water's edge.

11. Will pre-loading of fills require extensive time delays before undertaking new construction?

Not necessarily. Some time will be needed but geotechnical studies are only means to determine extent of lead time. Could be as much as 6-12 months with 6'-8' organic filled material.

12. Are additional engineering studies needed at this time?

Engineering studies may be needed to properly evaluate alternative development schemes or for purposes of parcelization of the site. In addition, more information will be needed on the condition of the piers (steel and wooden piles, the shed area and the fender systems) and the breakwater requirements in establishing the cost of implementing the preferred development scheme. In depth evaluation of existing utility systems will also be necessary as will specific environmental impacts, such as the impact of high buildings on Logan's runway approaches on Third Harbor Tunnel, or of impact of any possible marina on other boating in vicinity, etc.







massport

LOGAN INTERNATIONAL AIRPORT, EAST BOSTON, MASS. 02128 (617) 482-2930

May 26, 1982

Mr. Gary Brown  
Boston Redevelopment Authority  
9th Floor  
City Hall  
Boston, MA 02201

Dear Gary:

As you requested, attached is a copy of a portion of the 1980 Day-Night Ldn Contour map which shows the East Boston Piers. As you can see, Pier 1 is between the 60-65 Ldn contour; Piers 2-5 are between the 65-70 Ldn contour.

Let me know if I can be of any further help.

Yours sincerely,

Charles C. Snyder, Jr.  
Assistant Manager  
Noise Abatement

CCS/amh

cc: A. Boelter





# massport

1 HIGH ST. BOSTON, MASSACHUSETTS 02110-2372 (617) 482-2930 TELEX 94-0385

February 4, 1982

Rick Shaklik  
Boston Redevelopment Authority  
1 City Hall Sq.  
City Hall,  
Boston, Mass. 02201

Dear Rick:

With regard to the FAA restrictions on heights at East Boston Piers, I have some preliminary guidelines. The FAA responds to specific projects proposed for construction, but there are some rules of thumb that apply.

If a building is to exceed 150 feet above the airfield elevation of ~ 18 feet, the FAA decides whether the building poses a hazard to navigation. The building owner might be required by FAA to install obstruction lights atop the building. If the proposed building is on a runway path, the FAA might try to persuade the developer to change the building envelope, but the FAA has no authority to require the change.


The Piers are not on a final approach to any existing runway. The property could be on the approach to 14-32 were it ever to be built.

Massport has given assurances to the FAA that it will not erect obstructions on its property. Thus, construction at the South Boston Naval Annex and Castle Island has been planned observing FAA restrictions. The development of Commonwealth Pier will be similarly monitored for adherence to FAA requirements. The same should hold true for the East Boston Piers. There are precedents of Massport allowing the construction of buildings in excess of 150 feet. The Control Tower and the Hilton Hotel are cases in point.

Again, this is just a guide for initial site planning purposes. As we proceed with plan development, we can discuss this issue in more detail with FAA representatives.

If you have any further questions, please let me know.

Sincerely,  
MASSACHUSETTS PORT AUTHORITY

  
\_\_\_\_\_  
Alice Boelter  
Senior Port Planner

AB/pj

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